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Descriptors-*LIBRARY COOPERATION, LIBRARY FACILITIES, LIBRARY MATERIALS, *LIBRARY NETWORKS, LIBRARY PROGRAMS, LIBRARY REFERENCE SERVICES, LIBRARY SERVICES, *LIBRARY SURVEYS, *PUBLIC LIBRARIES

Identifiers-*New York

This report discusses the following aspects of New York Public Library systems: services, resources, organization and government, accessibility, users and uses, role of the state, management, finance, special problems of New York City libraries, and trends. Information was collected mainly during late 1964 and 1965 and was gathered from local library annual reports, interviews in all system headquarters and selected local libraries, check lists, performance questions, user questionnaires, and a review of the literature. The major recommendation of the nineteen presented is that library service of all types and at all levels should be coordinated. Excerpts from the New York State laws and regulations which pertain to library systems are appended. (CC)

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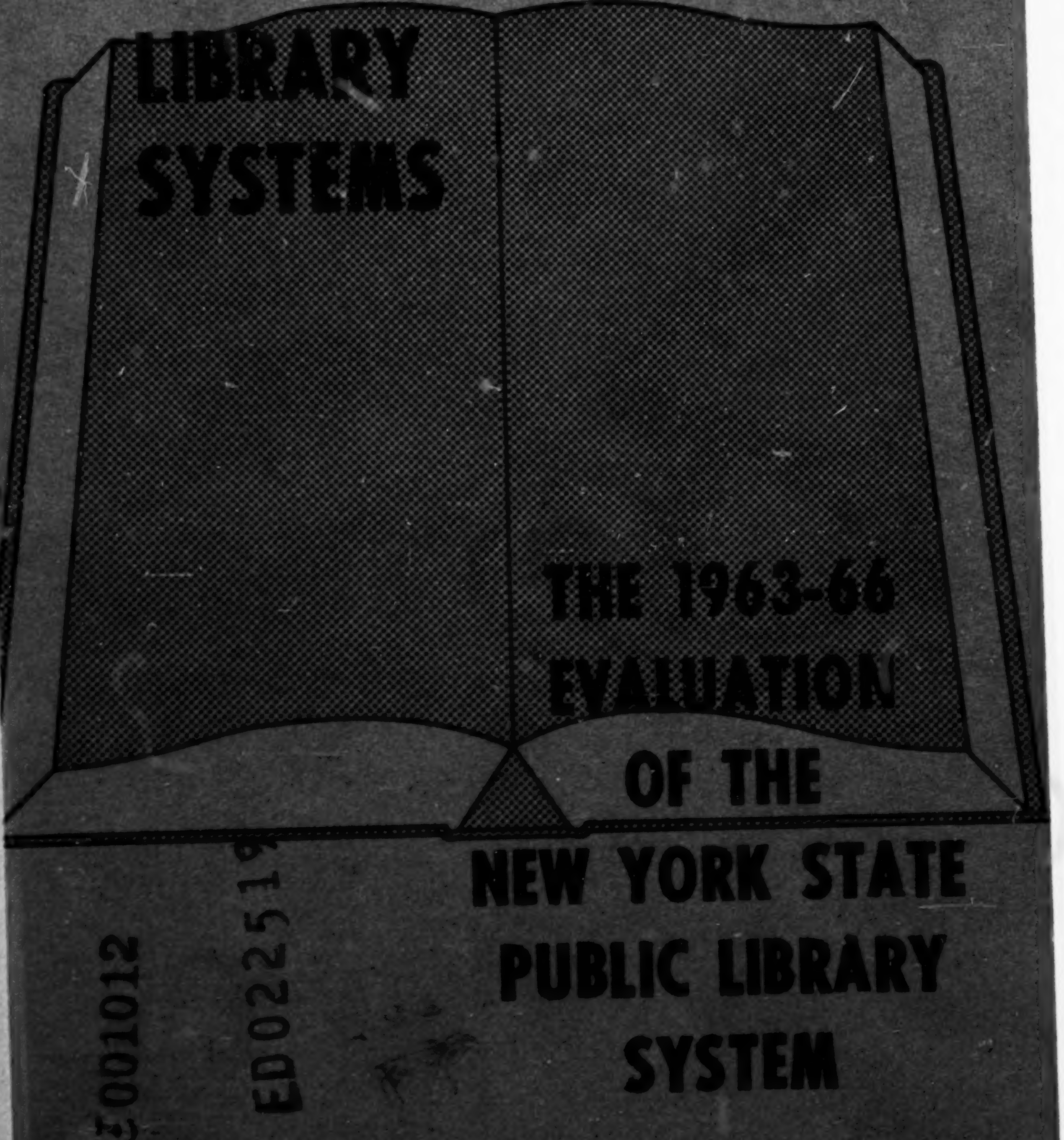

EMERGING LIBRARY SYSTEMS

THE 1963-66 EVALUATION OF THE NEW YORK STATE PUBLIC LIBRARY SYSTEM

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EMERGING LIBRARY SYSTEMS

THE 1963-66 EVALUATION OF THE NEW YORK STATE PUBLIC LIBRARY SYSTEMS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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THE UNIVERSITY OF THE STATE OF NEW YORK
The State Education Department
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February 1967

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FOREWORD

New York State has taken pride in the rapid development of its public library systems. The progress has been the product of the interlocking forces and unified support of the professional librarians, support of interested trustees and laymen, research, planning and publicity. Research and evaluation has proved to be an essential part of maximizing library development and each period of revision and planning has incorporated a major research effort. Moreover, each planning group has recommended renewed research and evaluation following the introduction of new ideas.

The Commissioner of Education's Committee on Public Library Service reported its findings in 1957 and its recommendations were largely implemented by 1960. By 1963, over five years had elapsed after the first implementation of new proposals and Mr. Prentiss, at that time Assistant Commissioner for Libraries, and his staff felt that a new evaluation was urgent. Following the request the Research and Evaluation Offices assigned Charles M. Armstrong, who had worked on most of the major library research studies since 1945, to work closely with Mr. Prentiss' staff in organizing and planning a suitable study. Edith Estabrooks and Ruth Boaz, professional librarians, were added to the research staff to help with the planning and field work and the staff was rounded out with Elizabeth Baker and Maria Ravalli to compile statistical records and turn out the manuscripts. Project coordinator was Leo D. Doherty who simultaneously directed a series of other program evaluations. This staff worked for approximately two years to gather data and prepare working reports.

A critical factor in the effective completion of this project was the courtesy, interest and patience of the staff and trustees of the libraries and system headquarters which were visited. Without their cooperation and realistic appraisal of the progress and problems of the system concept, much that is of value in this report could not have been documented.

An advisory committee, consisting of Lorne H. Woollatt, Associate Commissioner for Research and Evaluation (Chairman); Hugh M. Flick, Associate Commissioner for Cultural Affairs; S. Gilbert Prentiss, Assistant Commissioner for Libraries; William D. Firman, Assistant Commissioner for Research and Evaluation; Jean L. Connor, Director of Library Development Division; and Lowell Martin, Vice President of Grolier Corporation, was organized and periodically reviewed progress of the study.

Herbert Goldhor of the University of Illinois Library School assisted as a consultant in certain parts of the evaluation. Mr. Prentiss after resigning as Assistant Commissioner continued to work with the study as a consultant, particularly on the final draft of the report.

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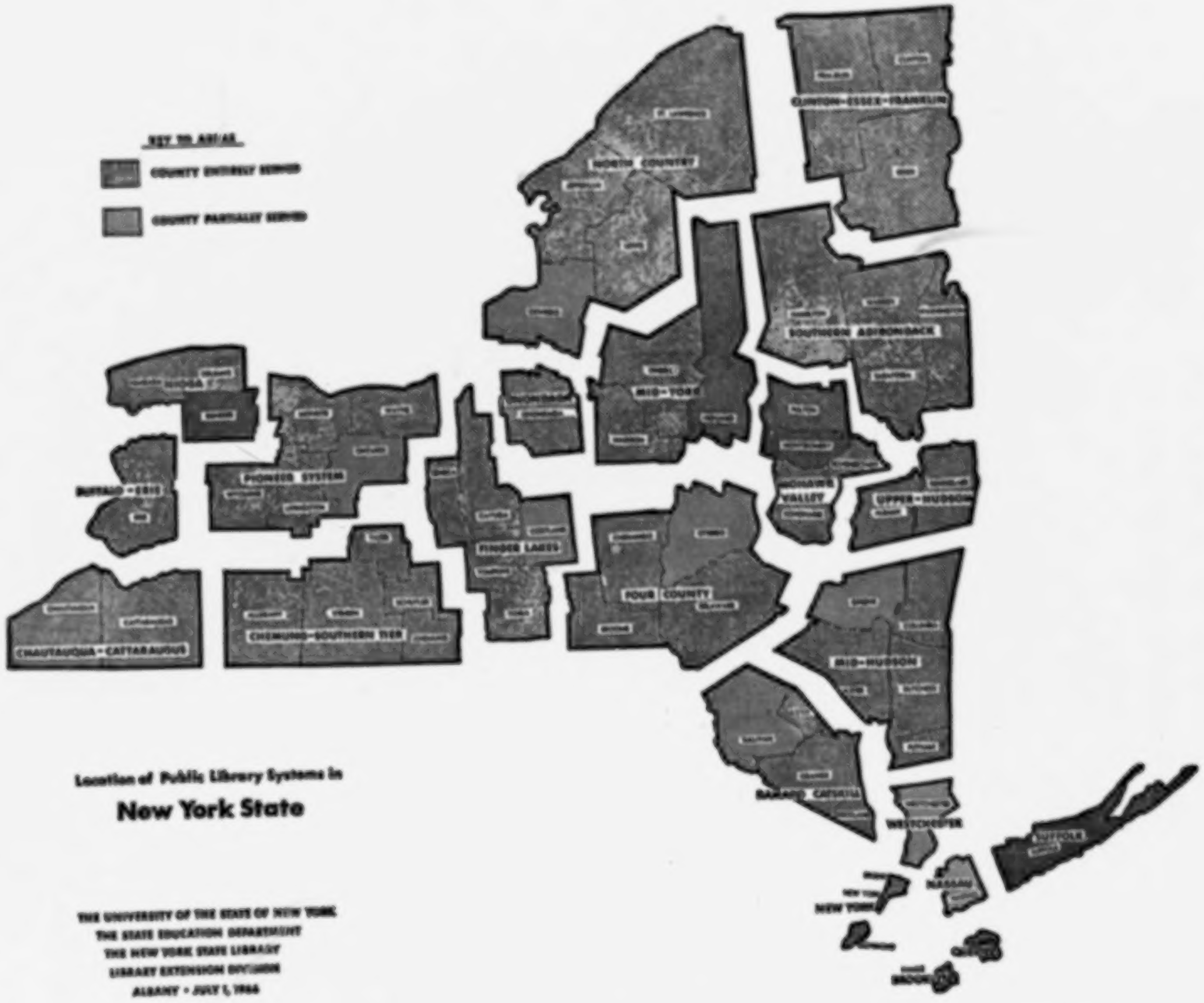
KEY TO AREAS
COUNTY ENTIRELY SERVED
COUNTY PARTIALLY SERVED
NIOGA
BUFFALO - ERIE
PIONEER SYSTEM
CHAUTAUQUA - CATTARAUGUS
CHEMUNG - SOUTHERN TIER
FINGER LAKES
NORTH COUNTRY
CLINTON - ESSEX - FRANKLIN
MID - YORK
SOUTHERN ADIRONDACK
MOHAWK VALLEY
UPPER - HUDSON
FOUR COUNTY
MID - HUDSON
RAMAPO CATSKILL
WESTCHESTER
SUFFOLK
NASSAU
NEW YORK
QUEENS
BROOKLYN

Location of Public Library Systems in

New York State

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
THE NEW YORK STATE LIBRARY
LIBRARY EXTENSION DIVISION
ALBANY • JULY 1, 1966

CHAPTER I

INTRODUCTION

The story of the development of public library systems in New York State is a long and involved one, beginning in the 1940's when librarians, education officials, and others close to the library scene realized that some form of larger units would be essential to any appreciable improvement in public library service. The reader wishing to trace the succession of sometimes dramatic steps by which the program arrived at its present stage of development may do so through a number of other easily-available sources. It is sufficient for our purposes here to know that a period of intense development occurred following the adoption by the State Legislature in 1958 of most of the proposals of the Commissioner of Education's Committee on Public Library Service, until 1961 when the last area of the State having sufficient population to constitute a separate system was organized. With the basic structure thus established, the State settled down to the long pull of putting into effective practice on a statewide basis the public library system concept. Some minor modifications have been made in the 1958 statute, which is the framework for the program, but no major revisions were made until 1966 (see Appendices A & B).

The Need for an Evaluation Study

While the last public library system to be established in the State received its charter as late as 1961, a number of the systems had by this time been established for considerable periods, and State Library officials were already beginning to feel that to take a rather careful look at the entire system situation would be extremely useful for a variety of reasons.

First, there was a proper feeling of obligation to make, as soon as possible after the program began to take shape, a kind of progress report to the persons whose actions and whose support made it possible and to those who are affected by it—legislators, public officials, taxpayers, library users, and the many people who are engaged in one way or another in the library enterprise. This is more than a courtesy; these people have a right to know what is happening.

Secondly, change is so much a part of the contemporary scene—social, economic, and technological change—that constant examination and reappraisal are necessary in order to avoid consistently the common contemporary error of designing good solutions to the wrong problems, or vice versa. The catch phrase "if it works, it's obsolete," is itself already out of date. A few specific areas of recent change come immediately to mind: Federal grants to libraries, developments in the reference and research library field, advancements in electronic data processing, the inflationary trend, and changes in the techniques of education.

Furthermore, while some of the systems were very young, most had been in operation for several years, and the plan on which the current legislation was based had been designed six years previously by the Commissioner's Committee for Public Library Service. It seemed certain that any program as complex as this one must inevitably reveal in operation many opportunities for modification and improvement.

Finally, while logic is irresistibly on the side of library systems as the way to improve public library service, a library system structure on the scale of New York State's is definitely a pioneering venture, and there is naturally an immense curiosity to know how well and to what extent it is actually accomplishing what it was designed to do. How have the library users in the areas served by systems been affected? Have the systems really made a difference? While much was already known and much could be surmised, it was felt that the only way to see the complete picture was by a systematic effort to gather and evaluate significant information, comparing this wherever possible with pre-system experience in New York State and with current system and non-system experience elsewhere.

The Methods Used

When in 1963 an evaluation unit was created in the Office for Research and Special Studies of the State Education Department, an early request was made to include the public library system program as one of its priorities. The project was approved and funds were made available so that the first steps of a two-year evaluation project were actually begun in the summer of 1964, under the direction of Dr. Lorne H. Woollatt, Associate Commissioner for Research and Special Studies. Dr. Lowell Martin, vice-president of the Grolier Society, Inc., consented to serve as a consultant to the Division of Evaluation throughout the study, and Dr. Herbert Goldhor, of the University of Illinois Library School, was engaged to assist with certain specific aspects. S. Gilbert Prentiss, who (as former State Librarian and Assistant Commissioner for Libraries) was instrumental in bringing about the evaluation study, also served as a consultant throughout.

In this study, information has been gathered from several sources. Data have been collected from the local library annual reports filed in the Library Development Division (LDD, formerly Library Extension Division or LED) and from interviews conducted in each system headquarters, in each central library, and in a sample of the local libraries. The study has also made use of check lists and performance questions administered in appropriate system headquarters, in most central libraries, and in a sample of the local libraries. Much useful information has been obtained from user questionnaires administered in a sample of the central and local libraries. The literature of the field has, of course, been extensively reviewed.

A special staff from the Research and Evaluation Offices of the State Education Department has visited each of the State's 22 systems and more than 130 local libraries, and user surveys have been administered in 39 libraries. A typical field visit consisted of two staff members spending a minimum of several days in a system visiting headquarters, the central library, and a substantial sampling of local libraries. A detailed staff report was prepared to summarize the findings. These visits provided information on such varied aspects of library operation as costs and speed of book selection, acquisition and processing, relationships of local libraries to the systems, attitudes of trustees, utilization of rotating collections, ability to answer reference questions, use of libraries by students, and patterns of interlibrary loan operations. The bulk of the data was collected and interviews were conducted during late 1964 and 1965. Thus the data in most of the tables, etc., are for the year 1964. However, as the report was assembled, some 1965 data became available and, where it was possible without delaying the report, have been incorporated.

A distinctive feature of this report is the use of the most recent and authoritative population estimates for county and system areas, rather than U. S. decennial or special census figures. Where these estimates were pertinent, they have been used to reflect, among other things, more realistic per capitas. New York's picture may suffer by comparison with other states that use less current data, but this approach is consistent with the conviction that any consideration of progress and of State aid formulae should be founded upon the most up-to-date base possible.

Current studies made outside of the Research and Evaluation Offices have also been coordinated with the evaluation reports. These include a major study on centralized processing (conducted by Nelson Associates, Inc.), a survey of the Library Development Division, an evaluation of the Community Librarian Training Courses, and preliminary studies on inter-library loan problems.

Library service in general, and public library service in particular, is not an end in itself; it is a means to an end. Moreover, rapidly changing concepts in education and government especially, and in many other areas of human activity too, have profound implications for the meaning of library service, as well as for the manner in which it should be rendered. While these sometimes nebulous concepts are not subject to objective measurement or statistical manipulation, in an evaluation of this nature they are a very real and critical part of the evidence. They are generally elusive and controversial, but the degree of awareness and understanding of them will have a direct bearing on the validity and usefulness of the conclusions which derive from the study. An effort has been made to give proper attention to some of these concepts in Chapter XII of the report.

In Chapter XIII, a series of recommendations which proceed from the study are suggested for the consideration of those who are charged with responsibility for statewide and systemwide library development.

CHAPTER II

THE ALTERED LANDSCAPE

The New Structure

The limitations and problems of New York's public library systems program, as identified in the course of the evaluation, receive major attention in the ensuing chapters of this report. This section treats some of the noteworthy gains in public library service as a whole in the State during the past 10 years.

In the 10 years since the Commissioner of Education's Committee on Public Library Service began its deliberations, there has been an almost total transformation of New York State's public library landscape. In 1956, there were eight library systems in the State (including the three New York City systems), involving 13 counties, plus the Watertown Regional Service Center. The vast majority of large and small local libraries were isolated units with inadequate support, materials, and staff. Now, 22 systems include all 62 counties and serve over 98 percent of the State's area and people. Only eight counties are not wholly served by systems and only 45 of the State's 725 chartered public libraries are not members of such larger units of service. (Of these 45 libraries, only eight serve as many as 5,000 people; only one serves over 25,000.)

This virtual completion of the system structure stands by itself as a major accomplishment and a turning point in the State's library history. Not only has the proportion of State residents that are seriously unserved been reduced from 9.8 percent in 1956 to about .8 percent at the end of 1964 (despite a rate of population growth in the State of 13 percent)[1], but it has now become the right of nearly every person in the State to tap, through his own local library outlet, the entire chain of library resources which are linked together by system organization.

At the same time, a framework has been established which is capable of indefinite expansion in order to meet growing needs. Inherent in the too small, independent public library, however fondly its many real virtues may be regarded, are its own rigid limitations.

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[1] Based on official U. S. census figures.

The basic system organization, on the contrary, is practically unlimited in its ability to take effective advantage of stronger library resources and improved library techniques as these come within reach.

Finance

The picture of support from tax sources has also changed greatly in this ten-year period. In 1956, local support totaled about $22,464,000 (91 percent); State aid, $2,350,000 (9 percent); and there was no Federal aid. With system organization, and as part of it, has come State support based upon the premise that a 20 percent share is reasonable. As a consequence of the 1958 law and 1960 amendments which resulted in a more favorable formula, and of the rapid organization of new systems, State aid rose steadily to $10,200,000 in 1965 and 1966.[2, 3] At the same time, local tax support increased to a total of over $46,837,000 in 1965, an increase of 109 percent; and Federal aid to the State agency, beginning in 1957 at $40,000, rose to about $4,597,000 in 1965-66 (including over $2,664,000 for construction). Of local and State tax support, the State was providing 17.8 percent in 1965. In the total 1965 tax support picture, 76 percent was local; 17 percent was State; and 7 percent was Federal.

System organization has proved highly effective in two other aspects of finance. First, it has helped promote increased county support of public library effort. In 1956, only eight Upstate counties appropriated funds for public library service, while in 1966 at least 20 did so in amounts ranging from a small token to substantial contributions to system or central library budgets. Second, it has provided a valuable channel for bringing Federal aid into a direct bearing and relationship with problems of service at the local and regional level.

Improved Resources

Before the advent of systems, the new books which appeared on the shelves of public libraries were, for the most part, limited to purchases and gifts. Through use of rotating collections and system

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[2] Exclusive of appropriations for the State Library.

[3] The Amendments passed by the 1966 Legislature will increase State aid by approximately 1/3 over the next two-year period.

book pools, upon which these local libraries may draw, even the smallest libraries in a system are able to place before their readers greatly increased numbers of books which are new to them. In 1957, only 23 percent of the Upstate libraries that are now system members exposed 1,000 new books annually, whereas in 1964, 60 percent of the same libraries did, although only 36 or slightly over half of the 60 percent did so solely by local purchase and gift. In at least five systems, over 80 percent of the member libraries were meeting or surpassing the 1,000 exposure standard in 1964 and, in one of these five, the number of members doing so had moved from 11 percent in 1957 to 90 percent in 1964.

The local holdings of most system members have been strengthened perceptibly by stepped-up purchases through increased local and system funds, consistent help from the systems in book selection, and often by drastic weeding with system staff guidance. At the end of 1964, New York's systems and local libraries reported total holdings of over 44 million, or 2.63 items per capita, compared with less than 25 million, or 1.66 per capita in 1957, an increase of nearly one item per capita.[4]

State book aid for central libraries was a key device in the 1958 legislation, designed to improve resources in areas where there was no single live collection of 100,000 volumes for reference and informational use. By March 1966, it had added nearly 288,500 adult nonfiction volumes in such areas. This is at least a beginning in assuring a minimum collection of more or less predictable depth in every system. In addition, Teletype Writer Exchange (TWX) service has placed the resources of the State Library on daily call.

Access to films and records has improved greatly as a result of the rapid development of the State Library's audiovisual collection and the systems' interest in promoting the use of such materials as a part of total library service. As of this writing, all of the systems are making films available through their members and some are also doing so from bookmobiles. Seventeen systems are now utilizing film circuit collections from the State; collections of at least 200 films are owned by 10 systems or their central libraries; and nine systems have audiovisual consultants on their own staffs or can call upon specialists in their central libraries to assist members and community groups in film programming. Most of the systems have record pools from which they provide circuit collections and interlibrary loan. This service has stimulated many local outlets to develop their own record collections. The majority of systems also lend audiovisual equipment to facilitate local library programming effort.

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[4] Per capitas based on official U. S. census figures.

Extension of Service

Development of new systems has also extended service to many people formerly without convenient access. In 1956, only five Upstate systems were using bookmobiles (7 vehicles) to reach residents in the suburbs and sparsely populated rural areas in six counties. Now 18 vehicles, operated by 13 systems, do so in 34 counties. Reading centers, operated jointly by systems and communities that are too small to support libraries, have been another successful experiment in the extension of service in some areas.

Improved Quality of Public Service

Service to the public by local library staff has also been improved by system structure. There is now more time and ability for personal attention to individual users at the local level.

Centralized processing of book acquisitions, now available to all system members, has proved a major timesaving factor, relieving local staff of many behind-the-scenes tasks and enabling them to devote more attention to public service. At the same time, it has generated production of a number of useful tools to assist system members in locating materials outside the local collections.

Inservice training, which has had a major emphasis at the State level and in most system programs, has up-graded ability of local staff to serve the public more effectively. From 1960 to 1964, the Library Development Division conducted four-session training courses in five basic areas of librarianship in 20 training center locations. These courses were designed for staff in libraries serving populations of 5,000 or less, and attracted a high enrollment. By 1965, system-sponsored, inservice training programs were under way in all regions, and 60-70 system staff members were involved in ongoing inservice training through regular meetings, periodic workshops, on-site consultation, demonstrations, or preparation of printed aids. In the course of evaluation visits, an unexpectedly high level of staff performance in the smaller libraries was found where local staff has participated in and were enthusiastically responsive to these inservice training opportunities.

That these measures to improve collections, access, and staff performance have had their impact on the quantity and quality of services available to people in the State is demonstrated in many areas, but nowhere more dramatically than in the tripling of volumes borrowed through interlibrary loan in Upstate New York, from 76,300 in 1957 to 230,000 in 1964.

Summary

These are some of the outstanding developments in public library service in New York State under the system program, particularly during the past ten years. The accomplishments are significant in character and substantial in degree, but against them must be weighed the problems—the fact, for example, that the community libraries have responded unevenly to the opportunities offered by systems and that often those with the greatest needs have taken least advantage of system help.

The balance of this report will, therefore, be devoted to a closer examination of both strengths and weaknesses. If more attention is given to the apparent weaknesses than to the apparent strengths, it is for the obvious reason that, once the gains have been noted, the important job remaining is to find solutions to the problems.

CHAPTER III

THE SERVICES SYSTEMS OFFER

Within the very general provisions of the library systems law and the Commissioner's Regulations, each public library system is free to establish whatever services the Board of Trustees and staff feel are most needed. This applies both to services to member libraries and to direct services to users. The table which follows presents, as briefly and yet as completely as possible, the services which are being offered by the systems. With the possible exception of public relations, which appears on the chart to be receiving considerable attention (but which is nowhere receiving enough), all of the services listed there are treated at some point or another in the report, in most cases at some length.

As the chart shows, there is a good deal of similarity in the services offered, yet the variations make it difficult to generalize. A factor which the chart does not show, but one which contributes significantly to the dissimilarity among systems, is the degree to which a service is performed. Thus, while the chart may show two systems offering the same service, the emphasis which is placed upon that service by one or the other can result in a substantially different program. Obviously, such varying factors as population density bear heavily on the need for certain services in preference to others in certain places. Also, the amount of money with which a system has to work is always a limiting factor in the number and intensity of services it can offer.

As is pointed out elsewhere in this report, in the cooperative and federated systems the local community libraries remain completely autonomous and so are free to accept or reject a proffered system service at will. This places a high premium on the ability of the system to make its services attractive to member libraries and to "sell" itself to the community libraries which make up the system. The inevitable result is that the libraries poorest in resources and service, which are most in need of help, are generally the last to accept it. Thus, the local autonomy feature which has been one of the strengths of the New York plan, especially in getting systems established, contributes with equal effectiveness to what is considered by many to be the essential weakness of the plan.

It is, of course, inherent in the concept of the cooperative system that the system headquarters operation is a creature of the member libraries and exists mainly to serve them. In actual practice, however, the extent to which the member libraries actively participate in and influence system policy is one of the most widely varying characteristics of the cooperative systems. This is true even though, in every case, the system trustees are elected by the members of the member library boards.

Basically the problem is the familiar one which faces all democratic institutions: How far is it necessary to go, in the interests of democracy, to pitch the larger operation at the level of the lowest common denominator? It is certainly the responsibility of the system to extend and improve library service throughout the system area, which implies that some of the system services will properly be aimed toward what is considered to be "the best interests" of the area, whether all of the member libraries are happy about them or not. It is safe to say that if the choice were to be made by some of the local libraries, they would without hesitation elect to divide up the State aid and hand it all out to the members in cash.

TABLE 1*
SERVICES OFFERED BY PUBLIC LIBRARY SYSTEMS

SELECTED SERVICES OFFERED By Public Library Systems[1] in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
(Convenience of Access)																														
Direct borrowing access to any library	3	21	24	x	x	x	x	x	x	x	x		x	x	x		x	x	x	x	x	x	x	x	x		x	x	x	x
Interlibrary loan	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Return of books to any library	3	16	19	x	x		x	x		x	x		x	x	x	x	x	x		x	x	x		x			x	x		x
Bookmobile service	3	14	17	x	x		x	x	x	x			x	x	x	x[a]	x			x[b]		x	x[c]	x	x	x				
Stations in areas without other service outlets	0	12	12		x		x	x	x			x	x					x	x				x	x	x	x				
(Grants to Member Libraries) Cash — not allocated	0	19	19	na		x	na	x	x	x	x	x	x		x	x	na	x	x	x	x	na	x	x	x		x	x		x
(Cash — allocated) Books	0	16	16	na	x	x	na	x	x	x		x	x	x	x		na			x	x	na	x	x		x		x	x	
Equipment	0	5	5	na	x		na										na				x	na		x		x		x		
Other (e.g., travel Scholarship, Central Library contracts)	0	18	18	na	x	x	na	x	x	x	x	x	x		x		na	x		x	x	na	x	x	x			x	x	x
Books, etc., (Materials, rather than cash, given to members)	0	17	17	na		x	na	x	x	x	x	x	x	x	x		na	x		x		na	x	x	x			x	x	x

* Footnotes for Table 1 on page 19.

TABLE 1 (cont'd)

SELECTED SERVICES OFFERED By Public Library Systems[1] in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
(Location Files)																														
Union calalog—complete (author-title-subject)	3	6	9	x									x			x	x		x	x		x	x[d]	x						
Adult nonfiction only	0	4	4				x					x				x										x				
Adult and juvenile nonfiction	0	1	1																								x			
Author-title location file	2	15	17	x	x		x	x		x	e		x		x		x	x		x	e			x	x			e	x	e
Author file only	0	7	7			x			x			x		x									x			x	x			
(Consultant Services)						All systems provide consultant service to at least some degree in all special areas of library service and management. Those checked below for selected types of consultant service give the equivalent of at least one full-time staff member to such consultant work.																								
General	3	24	27	x	x	x	#	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Adult	3	7	10	x	x							x				x	x		x	x		x	x						x	
Young Adult	3	6	9	x		#	#								#	x	x					x	x			x			x	
Children's	3	12	15	x	#		#		x				x	#	#	x	x	x	x	x		x				x			x	
Audiovisual	3	6	9	#	#							x			#	x	#		x			#							x	
Public Relations	3	3	6	#								x				x	#					#							x	

#: Specialist at Central Library available for consultation.

TABLE 1 (cont'd)

SELECTED SERVICES OFFERED By Public Library Systems[1] in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
(Book Backstopping)																														
Rotating collections and bulk loans	3	24	27	x	x	x	x	x	x	x	x	x	↕	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Pool collection of books	2	17	19	x			x	x	x	x		x		x	x	x	x		x	x			x	x	x	x	x		x	
Central storage of little-used books	1	9	10		x		x					x	x	x				x		x		x	x						x	
(Audiovisual Resources) 16 mm films loaned	3	23	26	x	x		x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
16 mm projectors loaned	3	12	15	x	x				x	x	x		x		x	x	x		x			x		x				x	x	x
Phonograph record or tape collection	3	20	23	x	x	x	x		x	x	x	x	x	x	x		x	x	x	x		x	x	x	x		x	x	x	x
Record players loaned	3	5	8	x	x						x						x			x		x							x	x
(Aid in Book Selection)																														
Selection tools provided	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Checklists and/or annotated lists	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Book discussion meetings	3	20	23	x	x	x	x	x	x	x	x	x			x	x	x	x		x	x	x	x	x	x		x	x	x	x

TABLE 1 (cont'd)

SELECTED SERVICES OFFERED By Public Library Systems[1] in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
(Inservice Training)																														
Bulletins and newsletters	3	22	25	x		x		x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
(Workshops, Training Sessions)																														
Clerical	3	11	14	x						x	x	x	x			x	x		x	x		x				x	x		x	x
Professional	3	21	24	x	x	x				x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Trustee	0	17	17			x			x	x	x	x	x	x	x	x		x	x	x					x	x	x		x	x
Program meetings	3	18	21	x	x	x	x	x	x		x	x	x		x	x	x	x		x		x	x	x	x		x		x	x
In connection with book discussion meetings	3	18	21	x	x	x	x	x	x	x	x	x			x	x	x	x		x		x	x	x	x		x		x	x
(Central Purchasing)																														
Books	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Supplies	3	15	18	x	x		x				x	x	x		x	x	x			x	x	x	x	x		x		x	x	x
Equipment and furniture	3	8	11	x	x		x				x		x				x			x		x		x		x				x

TABLE 1 (cont'd)

SELECTED SERVICES OFFERED By Public Library Systems(1) in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
(Central Processing)																														
Cataloging	3	24	27	x	x	x	x	x	x	x	x[f]	x	x	x	x	x	x	x	x	x	x[f]	x	x[g]	x	x	x	x	x[f]	x	x[f]
Jacketing	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Mending	2	9	11	x	x				x	x	x			x	x							x	x	x[d]						x
Binding	3	14	17	x	x		x		x		x			x	x		x	x			x	x	x	x[d]	x	x		x		x
Reinforcing of paperbounds	3	20	23	x	x	x	x	x	x	x	x	x	x	x	x		x	x		x	x	x		x[d]	x	x		x	x	x
(Public Relations and Publicity)																														
Public Relations Director	3	11	14	x	x[h]	x[h]	x[h]	x[h]			x[h]	x			x[h]	x	x					x				x[h]			x	x[h]
Display Artist	3	14	17	x	x	x	x		x	x				x	x	x	x	x	x	x		x			x		x		x	
Posters and signs	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Bookmarks	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Exhibits	3	20	23	x	x	x	x	x	x	x		x	x	x	x	x	x		x	x		x	x	x	x	x	x	x	x	
Newspaper articles	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x

TABLE 1 (conc'd)

SELECTED SERVICES OFFERED By Public Library Systems(1) in New York State 1965	New York City	Upstate	Total	Brooklyn	Buffalo-Erie	Chautauqua-Cattaraugus	Chemung	Clinton-Essex-Franklin	Finger Lakes	Four County	Livingston	Mid-Hudson	Mid-York	Mohawk Valley	Monroe	Nassau	New York Public	Nioga	North Country	Onondaga	Ontario	Queens	Ramapo Catskill	Southern Adirondack	Southern Tier	Suffolk	Upper Hudson	Wayne	Westchester	Wyoming
Radio	3	18	21	x	x	x	x	x	x	x		x	x		x	x	x	x	x	x		x	x	x	x	x			x	
Television	3	7	10	x	x			x					x		x		x			x		x		x					x	
Pamphlets	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Newsletters	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Booklists	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
(Delivery Service)																														
Mail	3	16	19	x	x	x	x	x	x	x		x	x				x	x		x		x	x	x	x	x	x		x	
Station wagon or truck	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
(Others)																														
Photocopy service	3	24	27	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Circulation control	3	3	6	x											x[i]	x[i]	x					x				x[i]				
Payroll management	3	2	5	x			x									x[i]	x					x								

FOOTNOTES FOR TABLE 1

a. Demonstration in 1965
b. One stop by contract with Finger Lakes
c. In one county only
d. Only for Central Book Aid acquisitions
e. Union catalog incorporated with Monroe's author-title file at Rochester Public Library
f. By contract with Rochester Public Library through Monroe County
g. By contract with Suffolk
h. Part-time
i. Limited program. Not all libraries are participating.
na. Not applicable. Consolidated systems with internal budget allocations for all branch expenditures.

(1) Systems in this chart are operating units. Since some systems (Pioneer and Chemung-Southern Tier) have more than one operating unit or subsystem there are over 22 in this chart.

CHAPTER IV

RESOURCES AND THE ORGANIZATION OF RESOURCES

A fundamental feature of the library system concept is the improvement of library services by the sharing of resources which cannot be duplicated in every community at a cost that is reasonable or even possible. The complete inventory of resources which contribute to a library system's strength would, therefore, include all available resources, whether from cooperating local communities, system headquarters, the State, or beyond. Equitable sharing presupposes that each local community shall provide for its own use such basic minimum resources as it will regularly use and is able to support.

Although library materials[1] usually come to mind first as a shared resource, especially those of reference and research which are less frequently used, the system makes possible the sharing of other library resources as well—notably, specialized staff, equipment, and even buildings.

Materials

During the period 1957-64, total expenditures for all library materials increased from less than $5 million a year to nearly $10 million.[2] An increase in all holdings from over 25 million to over 44 million (from 1.5 to 2.5 items per capita) over the same period is, perhaps, even more meaningful. While it is not possible to identify clearly how much of this increase is attributable to State aid and the stimulus of system activities, a comparison of trends at the national level with those in New York as a whole and various levels in the State suggests that a cause-and-effect relationship does exist. (See Table 2.)

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[1] For the purposes of this chapter, "library materials" include printed and audiovisual materials.

[2] The total expenditure figures in this section do not include State Library and Central Book Aid expenditures or allocations from Federal funds.

TABLE 2

NEW YORK STATE POPULATION GROWTH

	1957(1)	1964(1)	Percent growth
New York State	16,305,531	17,579,986	8%
New York City	7,818,000	7,878,102	1%
Upstate	8,487,531	9,701,884	14%

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(1)Population estimates supplied by New York State Department of Health and the Bureau of Statistical Services, State Education Department.

ALL PER CAPITAS IN THIS TABLE ARE BASED ON THESE FIGURES

LOCAL TAX SUPPORT FOR PUBLIC LIBRARIES(a)

	1957	1964	Percent increase
New York State total	$23,718,188	$53,591,992	126
Per capita(e)	$1.45	$3.05	
New York City total	12,353,360	20,809,810	68
Per capita	1.58	2.64	
Upstate total	11,364,828	32,782,182	188
Per capita	1.34	3.38	

LOCAL AND SYSTEM LEVEL EXPENDITURES, MATERIALS RESOURCES, AND CIRCULATION

	1957	1964	Percent increase
All expenditures(a)			
New York State total	$32,417,556	$78,212,576	141
Per capita(e)	$1.99	$4.45	
New York City total	19,832,037	36,181,240	82
Per capita	2.54	4.59	
Upstate total	12,585,519	42,031,336	234
Per capita	1.48	4.33	
University of Ill. Index	80	134	68
Expenditures (less capital expenditures)(b)			
New York State total	$29,623,023	$59,225,447	100
Per capita(e)	1.82	3.37	
New York City total	17,945,511	31,902,737	78
Per capita	2.30	4.05	
Upstate total	11,677,512	27,322,710	134
Per capita	1.38	2.82	

TABLE 2 (cont'd)

	1957	1964	Percent increase
Expenditures for books, periodicals, and binding(a)			
New York State total	4,869,241	9,994,507	105
Per capita(e)	.30	.57	
New York City total	2,774,117	4,635,926	67
Per capita	.35	.59	
Upstate total	2,095,124	5,358,581	156
Per capita	.25	.55	
All holdings of library materials(a) (c)			
New York State total	24,611,491	44,250,835	80
Per capita(e)	1.51	2.52	
New York City total	12,255,093	25,588,072	109
Per capita	1.57	3.25	
Upstate total	12,356,398	18,662,763	51
Per capita	1.46	1.92	
Book Resources(d)			
New York State total	20,850,206	26,799,432	29
Per capita(e)	1.28	1.52	
New York City total	9,261,322	10,914,296	18
Per capita	1.18	1.39	
Upstate total	11,588,884	15,885,136	37
Per capita	1.37	1.64	
Circulation(a)			
New York State total	59,731,462	82,255,789	38
Per capita(e)	3.66	4.68	
New York City total	27,394,551	32,055,201	17
Per capita	3.50	4.06	
Upstate total	32,336,911	50,200,588	55
Per capita	3.81	5.17	
University of Ill. Index	85	116	36

NOTES

(a) Data from *Public and Association Libraries Statistics 1957* and *1964*. Library Extension Division, New York State Library.

(b) Data, compiled from Annual Reports and interview information, eliminates counting same dollar more than once where system cash grants and contracts with members are in effect.

(c) Includes periodicals, newspapers, pamphlets, films, records, etc.

(d) Data from Annual Reports. Books only. Excludes periodicals, newspapers, pamphlets, microfilm.

(e) Per capitas based on revised censuses 1957–64. These are not directly comparable for local libraries or other states where per capitas are based on 1950 and 1960 censuses without adjustment for population increases in the intervening years. Per capitas for the various items based on 1950 and 1960 census for New York State as a whole are continued on next page.

TABLE 3

EXPENDITURES FOR LIBRARY MATERIALS

1957–64

(Includes System members and unaffiliated libraries)

Area	Expenditures for library materials(a)		
	1957	1964	% Gain
A	$465,622	$1,270,866	173
B	67,900	141,575	108
C	33,237	95,914	189
D	81,643	217,685	167
E	206,896	468,003	126
F	49,183	204,302	315
G	21,932	66,553	203
H	101,509	506,563	399
I	58,785	113,809	94
J	229,788	497,553	117
K	359,871	752,571	109
L	42,729	195,687	358
M	61,383	140,401	129
N	28,419	42,184	48
O	30,854	108,882	253
P	77,586	168,530	117
Q	48,151	111,963	133
R	51,118	140,787	175
S	78,518	114,753	46
V	784,746	1,443,789	84
W	1,080,880	1,282,621	19
W (Ref.)	412,552	883,982	114
X	495,939	1,025,534	107
Total Upstate	2,095,124	5,358,581	156
Total New York City	2,774,117	4,635,926	67
Total New York State	$4,869,241	$9,994,507	105

(a) Data from *Public and Association Library Statistics 1957* and *1964*. Library Extension Division, New York State Library.

(c)Table 2 Footnotes cont'd

New York State Total Per Capita

	1957	1964
Local Tax Support for Public Libraries	$1.60	$3.19
All Expenditures	$2.19	$4.65
Expenditures (less capital expenditures)	$2.00	$3.52
Expenditures for books, periodicals, and binding	$ .33	$ .59
All holdings of library materials	1.66	2.63
Book Resources	1.41	1.59
Circulation	4.03	4.89

TABLE 4—LIBRARY MATERIALS RESOURCES AND EXPENDITURES—1964

(Includes System members and unaffiliated libraries)

Area	Population [a]	Holdings [b]			Expenditures			Total expenditures less capital expenditures [e]	Percent book expenditures are of total expenditures less capital expenditures
		Total [c]	Per capita		Total [b]	Per capita			
			1960 [a]	1964 [a]		1960 [a]	1964 [a]	Total	Percent of total
A	1,348,150	2,764,644	2.13	2.05	$1,270,866	$.98	$.94	$6,512,085	20
B	341,232	551,414	1.67	1.62	141,575	.43	.41	718,941	20
C	318,115	748,098	2.43	2.35	95,914	.31	.30	563,989	17
D	467,729	764,221	1.81	1.63	217,685	.51	.47	1,006,151	22
E	858,539	1,590,122	1.98	1.85	468,003	.58	.55	2,391,100	20
F	454,999 [d]	643,791	1.66	1.41	204,302	.53	.45	846,220	24
G	194,447	387,544	2.09	1.99	66,553	.36	.34	367,937	18
H	840,906	1,202,390	1.80	1.43	506,563	.76	.60	2,105,988	24
I	436,453	525,967	1.27	1.20	113,809	.27	.26	675,609	17
J	884,105	2,418,301	2.99	2.74	497,553	.62	.56	3,484,554	14
K	1,132,742	2,522,129	2.37	2.23	752,571	.71	.66	3,875,445	19
L	228,392	486,429	2.16	2.13	195,687	.87	.86	471,054	42
M	278,957	672,559	2.45	2.41	140,401	.51	.50	595,417	24
N	159,489	320,620	2.10	2.01	42,184	.28	.26	263,646	16
O	266,276	455,019	1.81	1.71	108,882	.43	.41	485,056	22
P	366,549	704,803	2.01	1.92	168,530	.48	.46	839,038	20
Q	430,228 [d]	661,490	1.72	1.54	111,963	.29	.26	694,170	16
R	408,094	676,584	1.76	1.66	140,787	.37	.34	758,396	19
S	286,482	566,638	1.99	1.98	114,753	.40	.40	667,914	17
V	2,634,375	2,869,429	1.09	1.09	1,443,789	.55	.55	8,256,279	17
W	3,334,315	5,041,856	5.80	5.81	1,282,621	.65	.65	10,191,884	13
W (Ref.)	....	14,344,585			883,982			6,858,928	13
X	1,909,412	3,332,202	1.84	1.75	1,025,534	.57	.54	6,595,646	16
Total Upstate	9,701,884	18,662,763	2.07	1.92	5,358,581	.59	.55	28,680,753	19
Total New York City	7,878,102	25,588,072	3.29	3.25	4,635,926	.60	.59	31,902,737	15
New York State Total	17,579,986	44,250,835	2.63	2.52	9,994,507	.59	.57	60,583,490	16

[a] System populations defined by summation of total county populations according to census estimates except as noted. Per capitas on this basis.

[b] Per *Public and Association Libraries Statistics 1964.* Library Extension Division. New York State Library. Expenditures include library materials and binding.

[c] Includes books, periodicals, newspapers, pamphlets, films, records, etc.

[d] Includes system's share of one county served by two counties.

[e] Expenditure totals from annual reports. Duplicate expenditures for grants and contract payments have been removed.

It is noteworthy that from 1957 to 1964 the University of Illinois Index of all expenditures showed a 68 percent increase, and the increase in New York as a whole over the same period was 141 percent. Even in New York City, where three relatively strong systems existed prior to 1957, comparable expenditures increased substantially more than the national rate (82 percent against the previously mentioned 68 percent). Upstate, where few systems were operating in 1957, the impact of State aid and new system development was greater; comparable expenditures increased 234 percent.

A similar cause-and-effect relationship appears to exist in expenditures solely for library materials. Statistics in Bowker *Annuals* (1963 and 1965) indicate that public library materials budgets in the United States rose from $32,771,000 in 1956 to $65,657,000 in 1963, a 100 percent increase. From 1957 to 1964, New York's local library and system expenditures for library materials rose 105 percent. In New York City the increase was only 67 percent; but fairly strong collections existed there in 1957, and expenditures have at least kept pace with the rising cost of materials. Upstate, where collections were, on the whole, weak in 1957, library materials expenditures rose 156 percent in the 1957-64 period. In 1964 expenditures for library materials were about 16 percent of noncapital expenditures in the State as a whole, and 19 percent Upstate. (See Table 3 for percent increases by system, and Table 4 for total and per capita holdings and library materials expenditures in 1964.)

It will be noted in Table 2, that the rates of increase in total holdings and per capita total holdings of library materials were considerably higher than those for book holdings. (Table 5 details by system area a 1957 and 1964 comparison of the per capitas, totals, and percent increases for book holdings only.) Two system-associated influences have been major factors in this pattern. First, while most newly established systems have, understandably, achieved much higher increases in the rate of book acquisitions in their areas than have the long established systems, they have usually stimulated a very high rate of withdrawal of unattractive and out-of-date books. (Table 6 compares the volume and percent increases in acquisitions and discards in each system area in 1957 and 1964.) Second, most, if not all, systems have stepped up attention to the retention and acquisition of periodical and newspaper backfiles in print or on microfilm. Too, considerable attention has been devoted to developing phonograph or tape recording collections and motion picture and other visual resources in the longer established systems and in several newer ones where substantial local interest in such material is evident.

In 12 system areas the book acquisition rate has more than doubled since 1957, and in 3 of these it has more than tripled. With a few exceptions, the per capita book acquisition rate recommended in the still-to-be-published new ALA[3] standards was being exceeded in the system areas in 1964 (Table 7). Withdrawals had been heavy for several years, however, and in 1964 totaled over 1,778,000 items, most of which were books. The withdrawal rate recommended in the new standards was being met or exceeded in 14 of New York's systems (Table 8) despite the fact that these figures relate primarily to book holdings and include central library and system headquarters collections for which the standards imply a lower rate of discard.

While such current activity is gratifying, it must also be noted (Table 5) that per capita *book* resources in the State as a whole were far below the 2 to 4 volumes now recommended. The new standard was not met in any system in 1964. Seven systems were at least 2 volumes per capita below standard; nine were 1 to 2 volumes below. Of the six systems that were less than 1 volume per capita below standard, only two were in areas that did not have at least partial coverage by some form of system in 1957.

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[3] American Library Association.

TABLE 5 — BOOK RESOURCES

System area	Population [a]		Total book holdings in system area [b]							New ALA standard [d] (2-4 vol. per capita) per 1964 population
						Area wide Per capita				
	1957	1964	1957	1964	Percent increase	1950[a]	1960[a]	1957[a]	1964[a]	
A	1,193,410	1,348,150	1,162,190	2,427,501	109	1.73	1.87	.97	1.80	2
B	312,921	341,232	400,674	520,081	30	1.50	1.57	1.28	1.52	3.5
C	308,579	318,115	596,483	700,530	17	2.10	2.27	1.93	2.20	3.6
D	398,864	467,729	377,974	524,963	39	1.11	1.24	.95	1.12	3.2
E	768,188	858,539	1,121,916	1,457,972	30	1.65	1.82	1.46	1.70	2.4
F	354,853[c]	454,999[c]	380,879	583,202	53	1.28	1.51	1.07	1.28	3.3
G	180,320	194,447	287,061	343,364	20	1.74	1.85	1.59	1.77	3.9
H	541,759	840,906	553,897	1,047,023	89	2.01	1.57	1.02	1.25	2.4
I	404,549	436,453	387,072	491,455	27	1.04	1.18	.96	1.13	3.3
J	759,552	884,105	1,214,487	1,569,023	29	1.94	1.94	1.60	1.77	2.3
K	1,020,777	1,132,742	1,756,904	2,061,904	17	1.95	1.94	1.72	1.82	2
L	223,089	228,392	351,792	437,382	24	1.65	1.94	1.58	1.92	3.8
M	269,482	278,957	461,726	608,543	32	1.82	2.22	1.71	2.18	3.7
N	144,431	159,489	204,812	294,170	44	1.53	1.93	1.42	1.84	3.9
O	244,447	266,276	363,354	437,855	20	1.61	1.74	1.49	1.64	3.7
P	344,302	366,549	507,267	649,767	28	1.59	1.85	1.47	1.77	3.5
Q	363,844[c]	430,228[c]	510,171	634,853	24	1.67	1.65	1.40	1.48	3.3
R	370,242	408,094	496,747	559,116	13	1.50	1.45	1.34	1.37	3.4
S	283,922	286,482	453,521	536,432	18	1.64	1.89	1.60	1.87	3.6
V	2,610,368	2,634,375	2,181,823	2,508,319	15	.80	.95	.84	.95	2
E	3,433,931	3,334,315	2,616,275	3,128,639	20	1.60	1.91	1.67	1.93	2
W (Ref.)	....	....	3,135,233	3,292,319	5					
X	1,773,701	1,909,412	1,327,991	1,985,019	50	.86	1.10	.75	1.04	2
Total Upstate..............	8,487,531	9,701,884	11,588,884	15,885,136	37	1.67	1.76	1.37	1.64	...
Total New York City.......	7,818,000	7,878,102	9,261,322	10,914,296	18	1.17	1.40	1.18	1.39	...
Total New York State......	16,305,531	17,579,986	20,850,206	26,799,432	29	1.41	1.59	1.28	1.52	...

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[a] System populations defined by summation of total county populations according to census estimates for years indicated except as noted. Per capitas on this basis.

[b] Includes system members and unaffiliated libraries. Does not include periodicals, newspapers, microfilm, etc. Data from libraries' annual reports.

[c] Includes system's share of one county served by two systems.

[d] New ALA Standard

Volumes

The System should have available from within its own resources between 2 and 4 volumes per capita; 4 volumes per capita minimum should be available in areas of 150,000 population and 2 volumes per capita minimum in areas serving 1,000,000 population.

TABLE 6—LIBRARY COLLECTION DEVELOPMENT 1957-64
ANNUAL ADDITIONS BY GIFT AND PURCHASE AND WITHDRAWALS COMPARED[a]

Area	Additions by gift and purchase						Withdrawals					
	System Service Area[b]			Unaffiliated libraries			System Service Area			Unaffiliated libraries		
	1957	1964[c]	% Gain	1957	1964[c]	% Gain	1957	1964[c]	% Gain	1957	1964[c]	% Gain
A	147,364	301,208	104	19,705	20,046	2	38,634	92,255	139	6,504	9,537	47
B	24,526	58,755	140	2,082	1,569	−25	12,050	32,930	173	410	1,005	145
C[d]	10,076	13,904	38	3,645	4,224	16	5,870	18,887	222	2,022	572	−72
D	30,375	63,384	109	762	1,075	41	18,826	31,096	65	359	771	115
E	70,451	126,184	79	1,572	2,147	37	38,396	54,798	43	1,330	1,083	−19
F[e]	21,644	43,724	102	431	741	72	17,152	26,313	53	50	149	198
G	8,395	27,848	232	132	110	−17	5,561	9,484	71	[f]	[f]	...
H	39,378	120,819	207	15,107	22,498	49	13,233	54,805	314	4,791	6,917	44
I	20,563	43,779	113	1,199	2,226	86	20,261	19,163	−6	[f]	110	...
J	69,566	124,932	80	9,847	14,305	45	42,371	65,510	55	5,092	12,680	149
K	134,991	164,254	22	......	......	..	86,807	105,837	22	......	......	...
L	16,058	37,605	134	......	......	..	10,071	36,660	264	......	......	...
M	22,852	61,455	169	457	532	16	8,729	22,948	163	172	387	125
N	6,269	18,862	201	256	206	−20	8,147	9,034	11	701	12	−98
O	11,383	32,742	188	2,496	3,667	47	5,604	12,658	126	1,259	1,559	24
P	25,631	47,998	87	2,138	1,392	−35	16,936	35,193	108	1,681	998	−41
Q[e]	17,790	32,875	85	1,680	2,414	44	12,503	23,546	88	12,873	23,890	86
R	20,390	47,975	135	1,771	1,785	1	13,752	29,502	115	243	1,527	528
S	23,336	29,042	24	2,212	2,809	27	18,844	22,218	18	832	2,376	186
V	292,543	412,887	41	......	......	..	192,643	445,059	131	......	......	...
W	404,138	412,562	2	......	......	..	334,289	396,237	19	......	......	...
W (Ref.)	141,971	[f]	...	......	......	..	2,172	[f]	...	......	......	...
X	121,095	213,317	76	......	......	..	278,948	168,071	−40	......	......	...
Upstate Totals...	721,038	1,397,345	94	65,492	81,746	25	393,747	702,837	78	38,319	63,573	66
N.Y.C. Totals....	959,747	1,038,766	8	......	......	..	808,052	1,009,367	25	......	......	...
N.Y.S. Totals....	1,680,785	2,436,111	45	65,492	81,746	25	1,201,799	1,712,204	42	38,319	63,573	66

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[a] Data taken from Annual Reports. Includes Central Book Aid where applicable.

[b] Includes present members and System Headquarters in existence at end of year except as noted.

[c] Includes members established after 1957.

[d] Statistics reflect local libraries only. System Headquarters data for 1957 not available. (Headquarters acquisitions in 1964 were 16,250; withdrawals were 2,542.)

[e] Statistics reflect local libraries only. Headquarters 1964 acquisition and withdrawal data not available.

[f] No report for this item.

TABLE 7
BOOK ACQUISITIONS PER CAPITA 1964 COMPARED WITH NEW ALA STANDARDS

System Area	Population[a]	Book additions 1964 by purchase and gift	Per capita[a]	New ALA standard[b]	System relation to standard + or − per capita
A	1,348,150	321,254	.24	.1	+.14
B	341,232	60,324	.18	.125	+.055
C	318,115	34,378	.11	.125	−.015
D	467,729	64,459	.14	.125	+.015
E	858,539	128,331	.15	.1	+.05
F	454,999[c]	44,465[d]	.10[d]	.125	−.025[d]
G	194,447	27,958	.14	.125	+.015
H	840,906	143,317	.17	.1	+.07
I	436,453	46,005	.11	.125	−.015
J	884,105	139,237	.16	.1	+.06
K	1,132,742	164,254	.14	.1	+.04
L	228,392	37,605	.16	.125	+.035
M	278,957	61,987	.22	.125	+.095
N	159,489	19,068	.12	.125	−.005
O	266,276	36,409	.14	.125	+.015
P	366,549	49,390	.13	.125	+.005
Q	430,228[c]	35,289[d]	.08[d]	.125	−.045[d]
R	408,094	49,760	.12	.125	−.005
S	286,482	31,851	.11	.125	−.015
V	2,634,375	412,887	.16	.1	+.06
W	3,334,315	412,562	.12	.1	+.02
W (Ref.)	....	[e]	...	....	......
X	1,909,412	213,317	.11	.1	+.01
Total Upstate.....	9,701,884	1,495,341	.15	.1	+.05
Total N.Y.C.......	7,878,102	1,038,766	.13	.1	+.03
Total State.......	17,579,986	2,534,107	.14	.1	+.04

[a] Based on 1964 county census estimate, except as noted.

[b] New ALA standard
One-sixth volume per capita (.166) in areas serving 150,000 population
One-eighth volume per capita (.125) in areas serving 150,000 to 500,000 population
One-tenth volume per capita (.1) in areas serving 500,000 to 1,000,000 (and over) population.

[c] Includes system's share of one county served by two systems.

[d] Member libraries only. Statistics for system headquarters for 1964 not available.

[e] No report for this item.

TABLE 8

WITHDRAWAL OF BOOKS 1964 COMPARED WITH NEW ALA STANDARDS

System Area	Total book holdings 1964[a]	Total discards 1964[b]	Discards were −% of total book holdings[b]	System relationship to ALA standard[c] (+ or − percent)
A	2,427,501	101,792	4	−1
B	520,081	33,935	7	+2
C	700,530	22,001	3	−2
D	524,963	31,867	6	+1
E	1,457,972	55,881	4	−1
F	583,202	26,462	5	....
G	343,364	9,484	3	−2
H	1,047,023	61,722	6	+1
I	491,455	19,273	4	−1
J	1,569,023	78,190	5	....
K	2,061,904	105,837	5	....
L	437,382	36,660	8	+3
M	608,543	23,335	4	−1
N	294,170	9,046	3	−2
O	437,855	14,217	3	−2
P	649,767	36,191	6	+1
Q	634,853	47,436	7	+2
R	559,116	31,029	6	+1
S	536,432	24,594	5	....
V	2,508,319	445,059	18	+13
W	3,128,639	396,237	13	+8
W (Ref.)..	3,292,319	[d]	..	....
X	1,985,019	168,071	8	+3
Total Upstate.....	15,885,136	768,952	5	....
Total N.Y.C......	10,914,296	1,009,367	9	+4
Total State.......	26,799,432	1,778,319	7	+2

[a] Data from library and system annual reports. Includes system headquarters and central libraries, except as noted. Books only; does not include periodicals, newspapers, microfilm, records, etc.

[b] Data from library and system annual reports. Includes system headquarters and central libraries, except as noted. Some nonbook material would be included but, in most if not all cases, not to an extent that would distort the ratio. Percentages may, however, be a little higher than actual book withdrawals.

[c] ALA Standard:

"Materials—VI"

87. "Annual withdrawals from community library collections should average at least 5 percent of the total collection..."

88. "Headquarters libraries, reservoirs of quality materials from which community libraries draw, should carefully consider withdrawals and not necessarily make them to conform to numerical ratios."

Note that this chart includes both community libraries and system headquarters and central libraries.

[d] No report for this item.

Another important measure of system effectiveness is the volume of exposure of "fresh" material at points convenient to the individual residents of the State. The subject of accessibility is treated more fully in Chapter VI, but a consideration of the number of fresh books "exposed" — that is, the number of books new to a particular library which were actually placed in that library and made available to the readers for at least three months out of the year — is of interest here.

The Table, "Selected Services Offered by Public Library Systems in New York State, 1965" (Chapter III), shows that 19 systems provide some kind of book pool, and all offer bulk loans or rotation collections. Generally, what is meant by a "book pool" is a fairly substantial collection at system headquarters (distinct from central library resources) upon which members may draw for bulk loans of sizeable collections for long-term use, for a specific book, or for a few books on a specific subject. A rotating collection usually indicates a small collection (20-40 volumes, but sometimes smaller or larger) of a general nature or of materials on a particular subject of general interest. Such collections are selected and prepared at system headquarters and rotated among the member libraries for a period of several weeks to several months. They are usually accompanied by appropriate posters, display materials, and newspaper publicity for release by the members. When the rotation has been completed, the collection is given to the member libraries or added to the pool.

Such bulk and rotation loans have had a decided impact upon the volume of fresh material exposed in local libraries. In 1957, only 23 percent of the Upstate public libraries exposed as many as 1,000 fresh volumes through their own local purchase. In 1964, only about 34 percent of the same libraries did so, but, with bulk loans and rotation collections introduced by the systems, the number was increased to 60 percent. Ten of the systems did not achieve the Upstate average of 60 percent of members exposing 1,000 or more fresh volumes, but in each system where pool collections or bulk or rotation loans are emphasized, the percentage increase was notable whether or not local book budgets had increased more than enough to compensate for rising costs. It is also noteworthy that, while exposure by local purchase alone in all Upstate system members increased 10 to 11 percent from 1957 to 1964, it increased only 6 percent in unaffiliated libraries. (See Table 9.)

When the cooperative systems were relatively new, rotation collections were a fairly common and relatively simple way for system headquarters to provide members with some tangible evidence of system benefits — even in the early stages of program development and tooling up. Where book pools have been developed since, bulk loans selected from the pool by local staff, are figuring much more prominently and, in the course of local level interviews, appeared to be much preferred by staff who have had some experience with both approaches. In such cases, this preference was clearly the consequence of the system's having had time to develop a headquarters pool collection. Often, it was also the consequence of new skills and attitudes on the part of many local library staff members who prefer that exposure of additional books be on the basis of their own knowledge of local library needs and programs, rather than a second-hand reflection of headquarters' judgment of what is needed or should be promoted.

In respect to rotation collections and especially book pools, there is always the question of whether the system headquarters should purchase and make available the more expensive and "solid" type of materials or should concentrate on supplying those temporarily in heavy popular demand, such as current best sellers. While most directors of cooperative systems appeared in interviews to feel that there is some logic in doing both, very few systems have articulated policy statements in this matter and none have funds to provide from headquarters both the "solid" and the popular in sufficient duplicate copies. Members in several systems were severely critical of headquarters' lack of conscious direction and stated policy on headquarters' collection development. Often lacking more than casual informal information, they regarded present system practices and attitudes as inconsistent and arbitrary, e.g., "Local communities should buy and keep permanently only those materials of some value which have a reasonably long-term use potential in the community library," and at the same time, "Members should not look to the system pool or interlibrary loan to meet requests for current best sellers."

If the advantages of the concept of sharing resources are to be realized fully, it is imperative that system members understand clearly what is likely to be available from the various system resources, and all purchasing, storing, and intra-system borrowing of materials must have a basis of commonly-understood and integrated policies. With only a few exceptions, the evaluation found New York's systems seriously failing to define clear-cut policies in respect to development of their headquarters book pools and rotation collections. Lack of long experience in developing and working with such resources is not a valid excuse for failure to develop policies, which may be reviewed and revised as experience and changing environment and conditions necessitate.

TABLE 9—BOOKS NEW TO COMMUNITY

Number of Libraries Exposing 1,000 Volumes or More

System	1957–64 Comparison of present * system members existing in 1957				All present * members—1964		Unaffiliated libraries *		
	Number of libraries	Number of same libraries exposing 1,000 or more books by local purchase or gift only		Number of same libraries exposing 1,000 or more books by local purchase or gift plus rotation collections and bulk deposits in 1964	Percent of libraries exposing 1,000 or more books by local purchase or gift only in 1964	Percent of libraries exposing 1,000 or more books by local purchase or gift plus rotation collections and bulk deposits in 1964	Number	Exposed 1,000 or more by local purchase and gift	
		1957	1964					1957	1964
A	41	38	40	40	96	96	4	2	2
B	18	5	8	15	44	83	1	1	1
C	55	0	3	40	5	73	5	2	2
D	18	2	9	17	50	90	1	0	1
E	50	10	15	40	36	83	1	1	1
F	39	6	13	19	38	53	1	0	0
G	23	2	4	14	17	63	1	0	0
H	33	11	21	21	67	67	5	2	4
I	16	3	3	9	20	44	3	0	1
J	35	19	28	31	81	89	3	2	2
K	25	16	14	14	56	56	0	–	–
L	27	4	8	17	35	61	0	–	–
M	33	3	4	16	18	45	3	0	0
N	24	1	2	8	8	33	2	0	0
O	26	2	4	14	15	54	3	1	1
P	35	4	4	7	13	26	3	1	0
Q	41	3	6	8	20	24	9	0	0
R	36	4	7	16	19	46	4	0	0
S	10	3	3	4	30	40	3	1	1
Upstate Totals	585	136	196	350			52	13	16
Percentages		23.2% of 585	33.5% of 585	59.8% of 585	36%	60%		25% of 52	31% of 52

* Present members — system members as of end of 1964.

The regional Library Service Center in Watertown of 1948-58, since converted into the North Country Library System, which was in many respects the forerunner of New York's present Upstate systems, merits some attention here in connection with the book-pool approach. In that experiment, the system purchased books in volume before publication and placed them in community libraries on a long-term basis, one copy of every title purchased being placed in the equivalent of the central library. As local use of the books declined, the volumes were returned to the central pool at headquarters. This plan had the virtue of getting current books on the shelves of the member libraries quickly and getting them off those shelves quickly when they had become "dead merchandise." Despite this virtue, the Watertown experiment has been criticized, mainly because of the numbers of duplicates of no-longer-used titles which accumulated at system headquarters. The question has never been answered, however, whether the situation that exists in any group of small libraries would not be fully as shocking, or worse, if one saw in one place at one time all the "dead merchandise" (inactive copies of yesterday's best sellers) held by all the individual libraries. The accumulation of the numbers of duplicates of no-longer-used titles at Watertown was also the result of a failure to carry out the headquarters' withdrawal program envisioned by the designers of the project.

Noncentral Libraries[4]

In theory, noncentral libraries should provide reference resources to meet the immediate and frequent needs of the adults and young people in their service areas for information on a wide range of topics, including materials to answer specific subject queries and requests for appropriate bibliographic assistance. Such resources must exist at the community library level if system headquarters and central libraries are to be sufficiently free to devote necessary attention to their backstopping roles of offering resources in substantially greater depth, providing more intensive reference and searching service, and seeking materials from other sources as needed. Sound basic collections for children and young adults should also be available at the community or neighborhood library level, as well as adult, general circulating collections that are attractive to local clientele. Ninety-six noncentral library collections were surveyed against this theory by use of three lists.

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[4] System members other than central and cocentral libraries. For definition of central and cocentral libraries *see* footnote 5, p. 46.

(1) The reference list included 152 titles. A library could earn 110 points. Alternative titles were allowed credit for 37 of the 110. The list represented a broad but relatively modest collection of generally useful and popular reference works, including a few obvious government documents, which should enable most noncentral libraries to handle by themselves the type of requests for information they might be expected to receive fairly frequently.

(2) The children's checklist consisted of 135 titles suitable for preschool through the seventh grade level, or ages 2 through 12, and for adults working with children in introducing juvenile material. It included a selection of standard titles which one would expect to find in even the smallest library and material in subject areas which, being of perennial interest, should also be represented in the local collection. All titles on the list are included in *Children's Catalog 1961* and the 1962 and 1963 supplements to it (70 double-starred and 42 starred). Over half were published after 1949 and over one-third after 1959.

(3) The young adult list consisted of 50 titles, selected from the proof sheets for the *Young Adult Booklist for Small Public Libraries* (selected by a committee of the Children's and Young Adult's Services Section of the New York Library Association in cooperation with the Division of Library Extension, 1964) which was published and available for library selection purposes midway through the evaluation visits. No attempt was made to compile a survey checklist for evaluation of community-library, general-circulating, adult collections.

Table 10 presents the results of checking the 96 collections against these lists. The libraries surveyed are arranged by groups, according to the population they are chartered to serve. Their legal structure and per capita expenditures are also shown. The quartile positions indicated for resource scores are quartiles within population groups, rather than within the entire population range of the 96 libraries.

As might be expected, the libraries serving large populations and/or having relatively high per capita expenditures have the high point scores in the overall picture. Within the population groups, however, this is not always true. Within these groups, regardless of size and high or low per capita support, libraries in some systems consistently fall in the low quartiles, while libraries of similar size and per capita support in others fairly consistently register in the upper quartiles. Strong system consultant service, long-range incentive grant programs, and local staff and trustee responsiveness to system programs appeared to be important factors in the develop-

TABLE 10

NONCENTRAL LIBRARY HOLDINGS BY LIBRARY IN POPULATION RANK

	Library Rank in population from smallest to largest	Library Structure	Per Capita Expenditures, exclusive of capital	System Key	Adult reference list		Young adult list		Children's list		Total on 3 lists	
					Score out of possible 110 points	Quartile	Score out of possible 50 points	Quartile	Score out of possible 135 points	Quartile	Total out of possible 295 points	Quartile
23 Libraries Serving Under 2,500 Population	1	AV	3.26	M-2	34	4	14	3	33	2	81	2
	2	AV	2.92	O	8	1	3	1	21	1	32	1
	3	AV	3.53	P	17	1	12	2	25	1	54	1
	4	AV	2.06	M-2	23	2	11	2	31	1	65	2
	5	PV	3.19	R	19	2	9	2	40	2	68	2
	6	PT	2.56	N	8	1	5	1	10	1	23	1
	7	PV	2.30	O	19	2	14	3	44	3	77	2
	8	AV	3.72	D	28	3	14	3	43	2	85	2
	9	AV	1.79	O	23	2	12	2	59	4	94	3
	10	AV	2.26	G	32	3	17	3	50	3	99	3
	11	PT	4.64	C	7	1	7	1	18	1	32	1
	12	AV	2.60	F	38	4	7	1	46	3	91	3
	13	AV	7.30	H	38	4	21	4	50	3	109	4
	14	AT	2.36	I	9	1	10	2	36	2	55	1
	15	PV	3.07	G	23	2	19	4	53	4	95	3
	16	AV	3.64	E-2	40	4	21	4	53	4	114	4
	17	AV	3.06	B	24	3	19	4	49	3	92	3
	18	AV	6.17	K	23	2	27	4	80	4	130	4
	19	AT	1.71	L	29	3	13	2	53	4	95	3
	20	PV	1.53	C	19	2	7	1	33	2	59	1
	21	ASD	3.33	H	46	4	24	4	87	4	157	4
	22	PSD	1.43	M-2	31	3	18	3	36	2	85	2
	23	AV	3.29	R	40	4	18	3	60	4	118	4

	Library Rank in population from smallest to largest	Library Structure	Per Capita Expenditures, exclusive of capital	System Key	Adult reference list		Young adult list		Children's list		Total on 3 lists	
					Score out of possible 110 points	Quartile	Score out of possible 50 points	Quartile	Score out of possible 135 points	Quartile	Total out of possible 295 points	Quartile
15 Libraries serving 2,500-4,999	1	AT	3.79	J	37	3	20	3	73	4	130	4
	2	AT	1.08	O	11	1	15	2	28	1	54	1
	3	PT	.63	F	38	4	30	4	52	2	120	3
	4	AV	3.28	Q	17	1	21	3	55	3	93	2
	5	PCSD	.96	M-2	53	4	11	1	45	2	109	2
	6	PV	2.07	L	47	4	22	4	65	4	134	4
	7	AV	1.82	C	23	2	15	2	45	2	83	2
	8	AV	2.17	T	24	2	16	2	39	2	79	2
	9	AT	1.02	G	38	4	18	2	54	3	110	3
	10	PV	2.96	Q	28	2	23	4	74	4	125	4
	11	PSD	1.41	G	36	3	20	3	62	3	118	3
	12	AV	.67	N	10	1	7	1	25	1	42	1
	13	AV	3.01	D	44	4	22	4	66	4	132	4
	14	AV	1.28	C	35	3	11	1	26	1	72	1
	15	PT	1.18	S	31	2	22	4	59	3	112	3

TABLE 10 (cont'd)

19 Libraries Serving 5,000-9,999

Library Rank in population from smallest to largest	Library Structure	Per Capita Expenditures, exclusive of capital	System Key	Adult reference list		Young adult list		Children's list		Total on 3 lists	
				Score out of possible 110 points	Quartile	Score out of possible 50 points	Quartile	Score out of possible 135 points	Quartile	Total out of possible 295 points	Quartile
1	AV	3.70	P	69	4	49	4	97	4	215	4
2	PV	2.97	E-1	47	3	30	3	77	3	154	3
3	V mixed	1.96	O	31	2	22	2	59	2	112	2
4	Co. mix	2.23	M-1	53	3	29	3	85	3	167	3
5	PT	.78	N	22	1	14	1	35	1	71	1
6	V mixed	.77	P	23	1	13	1	26	1	62	1
7	AV	2.05	O	28	1	13	1	67	2	108	1
8	PV	8.96	M-2	71	4	41	4	117	4	229	4
9	PSD	2.10	M-2	46	2	24	2	62	2	132	2
10	PSD	2.20	P	56	4	32	3	107	4	195	4
11	AV	4.33	N	28	1	21	1	52	1	101	1
12	PV	4.98	I	47	3	31	3	84	3	162	3
13	AV	.96	D	30	2	20	1	58	2	108	1
14	AV	1.45	G	29	2	28	3	71	3	128	2
15	PV	3.05	E-1	58	4	36	4	90	4	184	4
16	AT	1.77	C	34	2	27	2	57	2	118	2
17	PSD	2.91	P	53	3	37	4	89	4	179	3
18	AV	2.01	R	48	3	26	2	56	1	130	2
19	PCSD	3.32	P	55	4	27	2	78	3	160	3

27 Libraries Serving 10,000-24,999

Library Rank in population from smallest to largest	Library structure	Per Capita Expenditures, exclusive of capital	System Key	Adult reference list		Young adult list		Children's list		Total on 3 lists	
				Score out of possible 110 points	Quartile	Score out of possible 50 points	Quartile	Score out of possible 135 points	Quartile	Total out of possible 295 points	Quartile
1	PC (u)	4.78	E-1 (u)	50	2	36	3	98	3	184	3
2	PC	1.88	S	41	1	18	1	69	2	128	1
3	PCSD	4.27	P	74	3	37	4	106	4	217	3
4	AC	.82	O	49	2	28	2	96	3	173	2
5	A&V	1.48	B	63	3	24	2	63	1	150	2
6	PSD	4.59	H	46	2	29	2	86	2	161	2
7	PSD	3.43	P	69	3	32	2	82	2	183	2
8	AC	1.43	R	30	1	22	1	28	1	80	1
9	PV	1.96	E-2	75	4	37	4	85	2	197	3
10	PT	4.33	K	67	3	38	4	95	3	200	3
11	PCSD	5.80	I	74	3	45	4	117	4	236	4
12	PCSD	1.21	D	34	1	17	1	68	2	119	1
13	PSD	7.34	T	88	4	39	4	121	4	248	4
14*	PC	2.09	C	65	3	23	2	56	1	144	2
15	PSD	2.28	G	73	3	34	3	104	4	211	3
16	AT	.58	I	26	1	17	1	61	1	104	1
17	AT	.34	P	34	1	13	1	48	1	95	1
18*	PC	3.10	M-2	78	4	34	3	119	4	231	4
19	AC	1.75	T	43	1	33	3	76	2	152	2
20	PT	1.95	C	62	2	35	3	87	3	184	3
21	AC	1.78	L	57	2	20	1	60	1	137	1
22	AC	2.10	I	62	2	30	2	95	3	187	3
23	PV	5.19	P	78	4	40	4	102	3	220	4
24	AC	2.77	T	89	4	37	4	115	4	241	4
25	C mixed	1.68	S	54	2	31	2	78	2	163	2
26	PSD	3.76	H	86	4	37	4	99	3	222	4
27	PSD	4.68	A	85	4	38	4	115	4	238	4

TABLE 10 (conc'd)

	Library Rank in population from smallest to largest	Library Structure	Per Capita Expenditures, exclusive of capital	System Key	Adult reference list		Young adult list		Children's list		Total on 3 lists	
					Score out of possible 110 points	Quartile	Score out of possible 50 points	Quartile	Score out of possible 135 points	Quartile	Total out of possible 295 points	Quartile
12 Libraries Serving 25,000–67,492	1	PC	3.38	D(u)	50	1	33	1	94	2	177	1
	2	PCO	3.69	K(u)	48	1	41	3	94	2	183	1
	3	PSD	5.38	A	93	3	42	4	116	4	251	4
	4	PCSD	6.58	A	100	4	40	3	122	4	262	4
	5	AC	1.22	Q	69	2	34	1	88	1	191	2
	6	PC	1.37	K	70	3	37	2	100	2	207	2
	7*	PSD	2.89	B	80	3	39	2	111	3	230	3
	8	AC	1.15	O	47	1	27	1	71	1	145	1
	9	PSD	6.76	A	94	4	40	3	105	3	239	3
	10	PSD	5.62	A	99	4	46	4	117	4	262	4
	11	PT	1.55	K	65	2	42	4	102	3	209	3
	12	AC	1.30	I	68	2	35	2	98	2	201	2

* Cocentral library receiving CBA.

ment of the local collections that fall in the higher quartiles, despite relatively low per capita local support.

Adult and juvenile performance questions of a reference and readers' guidance type were also administered in most of the libraries visited. The questions ranged from very simple ones to some of a more difficult nature which required some ability to pursue a scientific or technical subject in indexes to books and periodicals. Tabulation of the results clearly indicates that, on questions such as those used in the evaluation, (1) libraries serving small populations and having relatively limited resources can provide considerable patron satisfaction, and (2) strength in resources does not inevitably result in great patron satisfaction. The outcome on the adult questions (Table 11) demonstrates this. All libraries visited in one system are chartered to serve over 20,000 and had professional staff and high resource scores. Their performance scores were 22 to 25 while two libraries serving less than 2,500 people, with resources half as strong, had performance scores of 25. One of the highest scoring libraries serves fewer than 10,000 people and holds less than half the resources of a library that scored 22.

Where comparatively poor performance occurred despite relatively strong resources, certain conditions were recurringly noted.

1. Staff members were not sufficiently aware of the content of the collection.

TABLE 11

ADULT REFERENCE LIST SCORES IN NONCENTRAL LIBRARIES SHOWING ADULT REFERENCE PERFORMANCE SCORES, SYSTEM, AND POPULATION SERVED

Adult Reference List Score out of possible 110	Adult Reference Performance out of possible 30	System Key	Population Key*
7	11	C	A-11
8	12	O	A-2
8	15	N	A-6
9	14	I	A-14
10	15	N	B-12
11	10	O	B-2
17	18	Q	B-4
19	17	R	A-5
19	12	O	A-7
19	16	C	A-20
22	21	N	C-5
23	20	M-2	A-4
23	19	O	A-9
23	14	G	A-15
23	13	K	A-18
23	18	C	B-7
23	15	F	C-6
24	18	B	A-17
24	20	T	B-8
26	19	I	D-16
28	19	D	A-8
28	21	Q	B-10
28	20	O	C-7
28	19	N	C-11
29	15	L	A-19
29	23	G	C-14
30	24	D	C-13
30	22	R	D-8
31	15	S	B-15
31	17	O	C-3
32	21	G	A-10
34	14	M-2	A-1
34	22	D	D-12
34	19	P	D-17
35	20	C	B-14
36	22	G	B-11
37	20	J	B-1
38	19	F	A-12
38	19	H	A-13
38	18	G	B-9
40	25	E-2	A-16
40	25	R	A-23

TABLE 11 (conc'd)

ADULT REFERENCE LIST SCORES IN NONCENTRAL LIBRARIES SHOWING ADULT REFERENCE PERFORMANCE SCORES, SYSTEM, AND POPULATION SERVED

Adult Reference List Score out of possible 110	Adult Reference Performance out of possible 30	System Key	Population Key*
41	21	S	D-2
43	15	T	D-19
44	23	D	B-13
46	21	H	A-21
46	26	M-2	C-9
46	21	H	D-6
47	22	L	B-6
47	22	E-1	C-2
47	29	J	C-12
47	24	O	E-8
48	24	R	C-18
50	22	E-1(u)	D-1
50	26	D (u)	E-1
53	22	M-1	C-4
53	17	F	C-17
54	25	S	D-25
55	25	P	C-19
56	21	F	C-10
58	24	E-1	C-15
62	24	J	D-22
62	26	C	D-20
63	25	F	D-5
65	24	C	D-14
65	25	K	E-11
67	25	K	D-10
68	22	I	E-12
69	24	F	C-1
69	26	F	D-7
70	19	K	E-6
71	23	M-2	C-8
73	27	G	D-15
74	23	F	D-3
74	29	I	D-11
75	24	E-2	D-9
78	27	P	D-23
80	25	B	E-7
85	23	A	D-27
86	27	H	D-26
88	23	T	D-13
89	28	T	D-24
93	25	A	E-3
94	22	A	E-9
99	24	A	E-10
100	22	A	E-4

*Population Key

A (– 2,499)	1–23 Smallest to largest
B (2,500– 4,999)	1–15 Smallest to largest
C (5,000– 9,999)	1–19 Smallest to largest
D (10,000–24,999)	1–27 Smallest to largest
E (25,000–67,492)	1–12 Smallest to largest

2. Many had great difficulty pursuing technical questions and using even obvious government documents.
3. They were content with incorrect or incomplete answers simply because they found something in print.
4. Many were not alert to logical sources of help in their own communities.
5. Many were not particularly expert in interviewing patrons to clarify their questions and needs.

While these limitations were found in all population categories, they seemed most inappropriate in libraries where professional staff work regularly with the public. The small libraries with low resource scores and relatively high performance scores were, without exception, enthusiastic participants in system inservice training opportunities and/or recipients of substantial amounts of field consultant attention. Several had also attended State-sponsored community librarian training courses.

The general high scoring on the children's questions is notable (Table 12). Nearly 32 percent of the libraries visited answered all the questions satisfactorily, using their own resources. Six that serve less than 2,500 people scored 27 or 28 out of the possible 28 points. A great deal more enthusiasm, ingenuity, and imagination was demonstrated by local staff in handling the questions relating to material for children than in handling those relating to adult resources. Again, where performance scores were higher than might be expected in view of resource scores, local staff regularly exposed themselves to system or State-sponsored inservice training opportunities and/or had received a concentration of system help in local collection renovation and had participated in the process.

TABLE 12

CHILDREN'S SERVICE PERFORMANCE—SHOWING REFERENCE AND GUIDANCE SCORES, RELATED RESOURCE SCORES, POPULATION SERVED, AND SYSTEM AFFILIATION

Children's Reference Score out of possible 18	Children's Guidance Score out of possible 10	Adult Reference List Score out of possible 110	Children's List Score out of possible 135	Population Key*	System Key
9	5	8	21	A-2	O
9	0	11	28	B-2	O
10	6	23	80	A-18	K
10	7	29	53	A-19	L
10	8	28	67	C-7	O
10	8	43	76	D-19	T
11	9	8	10	A-6	N
12	10	19	33	A-20	C
13	10	19	44	A-7	O
13	5	35	26	B-14	C
13	8	47	77	C-2	E-1
14	9	19	40	A-5	R
14	10	28	43	A-8	D
14	10	37	73	B-1	J
14	8	24	39	B-8	T
14	6	31	59	C-3	O
15	9	7	18	A-11	C
15	10	23	45	B-7	C
15	10	10	25	B-12	N
15	10	22	35	C-5	N
15	10	26	61	D-16	I
16	10	34	33	A-1	M-2
16	10	23	31	A-4	M-2
16	8	32	50	A-10	G
16	10	38	50	A-13	H
16	10	9	36	A-14	I
16	10	24	49	A-17	B
16	5	23	26	C-6	F
16	8	46	62	C-9	M-2
16	10	48	56	C-18	R
16	9	30	28	D-8	R
16	10	65	56	D-14	C
16	8	86	99	D-26	H
16	10	68	98	E-12	I
17	10	23	59	A-9	O
17	10	38	46	A-12	F
17	10	23	53	A-15	G
17	10	40	53	A-16	E-2
17	10	40	60	A-23	R
17	6	47	65	B-6	L
17	8	28	74	B-10	Q
17	10	44	66	B-13	D

TABLE 12 (cont'd)

CHILDREN'S SERVICE PERFORMANCE—SHOWING REFERENCE AND GUIDANCE SCORES, RELATED RESOURCE SCORES, POPULATION SERVED, AND SYSTEM AFFILIATION

Children's Reference Score out of possible 18	Children's Guidance Score out of possible 10	Adult Reference List Score out of possible 110	Children's List Score out of possible 135	Population Key*	System Key
17	10	31	59	B-15	S
17	10	53	85	C-4	M-1
17	10	56	107	C-10	F
17	10	29	71	C-14	G
17	10	53	89	C-17	F
17	10	55	78	C-19	P
17	10	74	106	D-3	F
17	6	34	68	D-12	D
17	9	34	48	D-17	P
17	10	54	78	D-25	S
17	10	100	122	E-4	A
18	10	46	87	A-21	H
18	8	17	55	B-4	Q
18	10	38	54	B-9	G
18	10	36	62	B-11	G
18	10	69	97	C-1	F
18	10	71	117	C-8	M-2
18	10	28	52	C-11	N
18	10	47	84	C-12	J
18	8	30	58	C-13	D
18	10	58	90	C-15	E-1
18	10	50	98	D-1	E-1(u)
18	10	41	69	D-2	S
18	10	69	82	D-7	F
18	10	75	85	D-9	E-2
18	10	67	95	D-10	K
18	10	74	117	D-11	I
18	10	73	104	D-15	G
18	10	62	87	D-20	C
18	10	78	102	D-23	P
18	8	89	115	D-24	T
18	10	85	115	D-27	A
18	10	50	94	E-1	D(u)
18	10	93	116	E-3	A
18	10	70	110	E-6	K
18	10	80	111	E-7	B
18	10	47	71	E-8	O
18	10	94	105	E-9	A
18	10	99	117	E-10	A
18	10	65	102	E-11	K

* Population Key

A (– 2,499)	1–23 Smallest to largest
B (2,500– 4,999)	1–15 Smallest to largest
C (5,000– 9,999)	1–19 Smallest to largest
D (10,000–24,999)	1–27 Smallest to largest
E (25,000–67,492)	1–12 Smallest to largest

CHILDREN'S SERVICE PERFORMANCE SCORES BY SYSTEM

(Possible Reference and Guidance Total 28)

System	No. of libraries checked	Score 0–10	Score 11–15	Score 16–20	Score 21–25	Score 26–27	Score 28
A	5					1	4
B	2					1	1
C	6			1	3	1	1
D	5				2	2	1
E-1	3				1		2
E-2	2					1	1
E (Total)........	5				1	1	3
F	7				1	4	2
G	6				1	2	3
H	3				1	1	1
I	4				1	2	1
J	2				1		1
K	4			1			3
L	2			1	1		
M-1	1					1	
M-2	4				1	2	1
M (Total)........	5				1	3	1
N	4			1	2		1
O	7	1	1	2	1	1	1
P	3					2	1
Q	2				1	1	
R	4				2	2	
S	3					2	1
T	3			1	1	1	
Totals..........	82	1	1	7	20	27	26
(U)—included above..........	2						2

Central Libraries[5]

The findings of the 1957 Commissioner of Education's Committee on Public Library Service showed clearly that the depth and range of a library system's resources are dependent primarily upon the resources of the strongest library in the system. The Committee, therefore, recommended legislation which provided that the central library in all systems be strengthened to a minimum of 100,000 volumes of adult nonfiction, with the State contributing four-fifths of the difference between that level and the size of the central libraries when the legislation was passed or when new systems were subsequently established. This program was known as Central Book Aid or CBA. The largest member library in each system was designated as the central library and as such is expected to serve as a reference and interlibrary loan back-up resource for the system.

In many systems, the central libraries are proving to be an important first line of defense in backstopping the other community libraries. Several supply well over half of the total interlibrary loan materials to fill requests in their regions. The majority feel, however, they do not receive adequate compensation for this function (Table 13).

Most central libraries are still inadequate in resources and receive inadequate local tax support. Extra costs in staff time and duplicate copies of books are involved in fulfilling the central library function and it is apparent that most of the central libraries need extra support to offset the drain on their regular resources. In this connection, it should be noted that in 1964, outside of New York City and Erie County, only 25 percent of the population served by the systems was supporting the central libraries which were conceived of as the "core" of system services (Table 14). Some of the large city libraries seem to be able to carry the extra load involved without obvious strain, but smaller central libraries find it difficult to do so. New aid for central libraries, passed by the 1966 Legislature, should alleviate the problem at least partially, but it is doubtful that five cents per capita will prove sufficient to do more than hold the present line.

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[5] "Central library" has a legal meaning in New York State; it does not mean geographically central. Rather it is the one library in the system with the greatest number of adult nonfiction volumes, including periodicals and books in foreign languages. Its collection is assembled so as to provide maximum use by residents of the area served by the system. Its staff provides information service and bibliographical assistance to these residents.

"Cocentral libraries" exist in some systems where there have been difficulties in housing the central library collection in one place. Such systems must also provide a unified means of location of the total adult nonfiction holdings of the several libraries in which the central library collection is housed.

TABLE 13—CENTRAL LIBRARY CONTRIBUTIONS TO INTERLIBRARY LOANS SUPPLIED IN 1964 IN 12 UPSTATE SYSTEMS WHERE COMPARABLE STATISTICS WERE AVAILABLE

System	Requests filled from Some Source	Requests filled by Central Libraries	% of those filled by Central Libraries
D	2,000	1,552	78
E	28,751	25,560	89
F	14,730	3,067	21
G	8,963	2,907	32
I	3,541	1,275	36
J	20,880 [1]	12,280	59
L	2,719 [1]	1,630	60
M-1	1,210	788	65
N	4,460	652	15
O	6,660 [1]	4,000+ [2]	60+
P	4,635	1,698	37
R	10,600	3,006	28
Totals	109,149	58,415	54

[1] Based upon member libraries' Annual Reports of number of items borrowed on ILL, rather than *requests* filled.

[2] Based on 1963 figures.

Note: Systems D and E have ILL reimbursement factors in their contracts with the central libraries which seem to be mutually acceptable. System M-1 is a single-county system central library with ILL to branches in the city and county an accepted function. Lack of adequate compensation for ILL service did not seem a problem in these three. In the other nine, real concern was expressed despite blanket grants in some and a reimbursement factor in one. The nine supplied 40 percent of the interlibrary loans filled in their systems.

TABLE 14—PERCENT OF SYSTEM POPULATION[1] CONTRIBUTING TO CENTRAL LIBRARY FINANCIAL SUPPORT

System	Contributing Population	System Area Population[2]	Percent of Population Contributing
Buffalo and Erie County	1,064,688	1,064,688	100
Mohawk Valley	152,896	284,056	54
Onondaga	216,038	423,028	51
Chemung-Southern Tier	115,791	274,033	42
Pioneer	318,611	784,006	41
Nioga	132,894	330,442	40
Mid-York	152,056	394,951	38
Upper Hudson	129,726	415,511	31
Chautauqua-Cattaraugus	63,557	225,564	28
Four County	75,941	347,623	22
North Country	49,428	237,057	21
Nassau	206,627	1,193,688	17
Clinton-Essex-Franklin	20,172	152,764	13
Finger Lakes	28,799	228,202	13
Mid-Hudson	38,330	378,587	10
Suffolk	67,311	667,000	10
Southern Adirondack	18,580	185,841	10
Westchester	76,010	786,297	10
Ramapo Catskill	32,400	406,801	8
Upstate Total	2,959,855	8,780,139	34

[1] Using the "chartered to serve" populations, LDD Statistics, 1964. Based on 1960 U. S. Census.

[2] System Area Population as defined by LDD Directory of July 1966. Based on 1960 U. S. Census with inclusion of some subsequent special censuses in localities or counties throughout the State.

TABLE 15

CENTRAL AND COCENTRAL LIBRARY ADULT NONFICTION RESOURCES

(NONFICTION BOOKS OWNED, 1957-64; CENTRAL BOOK AID ADDITIONS THROUGH 1964; STATE EXPENDITURES FOR CENTRAL BOOK AID BY SYSTEM THROUGH MARCH 31, 1965.)

System Central Libraries	Adult nonfiction books owned by library[1]		CBA volumes added 1960–64[2]	Total adult nonfiction held by library 1964[3]	State expenditures for CBA thru 3/31/65[4]
	1957	1964			
A-1	31,271	49,705	4,374	54,079	
A-2	8,621	40,645	1,965	32,610	
A-3	23,897	43,839	3,972	47,811	
A-4	12,231	28,349	2,185	30,534	
A-5	16,027	49,380	3,653	53,033	
A					$232,971
B-1	47,307*	67,236*	7,485	74,721*	
B-2	22,609	28,755	230	28,985	
B					$100,813
C-1	26,572	23,522	10,499	30,522 (est.)	
C-2	14,879	15,965		19,464 (est.)	
C					$77,368
D-1	140,503*	174,905*		174,905*	
E-1	400,110*	476,923*		476,923* (374,315 est. in central lib.)	
F-1	25,285*	41,134*	22,230[5]	63,364[5]	
F					$166,714
G-1	42,402	26,739	19,711	46,450	
G					$88,102
H-1	29,980*	43,377*	6,392	47,377 (est.)	
H-2	11,470	23,961		26,353 (est.)	
H					$69,624
I-1	92,543*	68,299	14,420 (est.)	82,700 (est.)	
I					$79,885
J-1	139,307	155,970		155,970	
J-2[6]	71,750*	78,550*		78,550*	
J-3[6]	60,373*	101,044*		101,044*	
K-1	966,607*	1,067,766*		1,067,776*	
L-1	37,876	53,477	13,725	62,360 (est.)	
L-2	23,893	27,088		31,930 (est.)	
L					$81,992
M-1	66,672*	82,106*	4,858	121,229* (66,654 est. in central lib.)	
M-2	17,523	24,440	9,601	34,041	
M					$88,823
N-1	18,505	18,841	18,878	37,719	
N					$107,455
O-1	23,837	26,677	19,931	46,608	
O					$109,299
P-1	74,929*	92,197*	3,167	95,364* (75,535 est. in central lib.)	
P					$26,660
Q-1	71,818*	66,431*	8,655	75,086*	
Q					$45,822
R-1	86,208*	58,165*	1,509	59,674*	
R-2	31,410	29,902	15,790	45,692	
R					$116,097
S-1	82,692*	107,830*	643	108,473* (78,026 est. in central lib.)	
S					$8,466
V	1,242,764*	1,456,936*		1,456,936*	
W (Circ.)	1,220,219	1,442,471		1,442,471	$2,000,000[8]
W (Ref.)	3,135,233	3,292,319		3,292,319	
X	733,275	1,060,105		1,060,105	
Total Upstate	2,719,107	3,193,218	193,873[10]	3,421,347	$1,400,091[7]
Total N.Y.C.	6,331,491	7,251,831		7,251,831	$2,000,000
New York State Total	9,050,598	10,445,049		10,673,178	$3,400,091[9]

Despite the infusion of Central Book Aid (about 200,000 volumes at a cost of over $1,400,091 by the end of 1964), no individual central library which lacked 100,000 adult nonfiction holdings in 1957 had achieved this standard by 1964 (Table 15). Checked against a variety of lists which included over 1,000 book and periodical titles, the scope and depth of most of the collections were not as impressive as might be hoped.

Almost without exception, the staff of the central libraries which receive Central Book Aid felt the aid enriched their collections and commented upon very favorable public reaction to the improved resources. The following summary, however (see also Table 16), suggests that the great majority of the designated central or cocentral libraries have not achieved the level of broad regional resources. One cocentral library, for example, ranked fourth from the bottom among all those surveyed against the central library lists, yet ranked ninth highest among the 96 libraries surveyed against noncentral library lists.

Summary of Central Library Checklist (Table 16)

Lists A-B (150 points for reference books, indexes, abstracting services)
  Scoring range: 39–142
  Median: 72
  One-half or more available in 10 of 29 central or cocentral libraries in 9 systems
  One-half or more available in 10 systems (aggregate collections included)
List C-K (495 points for general nonfiction collection)
  Scoring range: 123–396
  Median: 225

FOOTNOTES TO TABLE 15

[*] Branch holdings appear to be included.
[1] Data from libraries' annual reports. Report periods end December 31.
[2] Central Book Aid as reported in system's annual reports for 1964, ending December 31.
Includes microfilm and foreign language books.
[3] Best estimate on available data. Includes microfilm and foreign language books added by CBA.
[4] Through State fiscal year ending March 31, 1965.
[5] CBA acquisitions temporarily housed in various locations. Figure not a true reflection of material available in central library.
[6] Libraries rendering special systemwide service on a contract basis.
[7] Central Book Aid exclusively.
[8] Special Aid for NYPL Central Reference Department.
[9] Includes $2,000,000 during same period for NYPL Central Reference Department.
[10] The total nonfiction added under Central Book Aid by March 31, 1966 was 288,500

One-half or more available in 8 of 29 central or cocentral
  libraries in 6 systems
One-half or more available in 9 systems
  (aggregate collections included)

Lists M and M (N.Y.) (360 points for 10-year backfiles in periodicals)

Scoring range: 5–299
Median: 67
One-half or more available in 2 of 29 central or cocentral
  libraries in 2 systems
One-half or more available in 2 systems
  (aggregate collections included)

While high scoring on some of the lists would require that the library have quite extensive holdings, this is not inconsistent with the concept that a central collection is "the core of a system" and that "to provide service that will meet, and not merely seem to meet, the local needs of any community, a widely diversified collection of books and other material is essential."[6] With this concept in mind, the findings in the collection surveys do not seem particularly encouraging. Only two libraries, with total scores over 750, were strong enough to be able to render consistently good reference and research assistance of more than an undergraduate level. Three others, with scores over 400, may be strong enough in indexes, abstracts, reference tools, and periodicals to do so at the undergraduate level, but one of these has one of the weakest general book collections encountered. Comparative strength in periodical holdings, which raised some libraries' rank in total points substantially, frequently was not accompanied by strength in the indexes which would lead the patron to the content of the magazines.

Central Book Aid goes only to the systems which had no library with 100,000 adult nonfiction volumes in 1958 or at the time of new system establishment. The State aid amendments passed in 1966 provided for continuance of aid to maintain the quality of the central library collection in these systems after the 100,000 volume level has been reached. For the central libraries, however, that had 100,000 adult nonfiction volumes in 1958 or when their systems were organized later, there is no Central Book Aid to offset the drain on

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[6] New York (State) University. Committee on Public Library Service. *Report of the Commissioner of Education's Committee on Public Library Service.* Albany 1957, p. 18.

TABLE 16
CENTRAL AND COCENTRAL LIBRARY COLLECTION SURVEY

Rank in total points against central library checklists	Key to type of central library resources (See notes)	Reference books, indexes, & abstracting services (Lists A-B, 150 points)	Rank on A-B	General book collection (Lists C-K, 495 points)	Rank on C-K	Periodicals with 10-year backfiles (lists M & M (N.Y.), 360 points)	Rank on M & M (N.Y.)	Total points out of possible 1005	Total score based on 100
1	(1) (3)	142	1	396	1	299	1	837	83.3
2	(1) (3)	123	2	363	3	280	2	766	76.2
3	(2) (7)	121	3	377	2	162	4^{a}	660	65.7
4	(1) (7)	110	4	332	4	151	7	593	59.0
5	(2) (3)	99	6	261	9	165	3	525	52.2
6	(2) (7)	92	8	253	12	162	4^{b}	507	50.4
7	(1) (3)	94	7	271	6	125	9	490	48.8
8	(1) (3)	75	15	241	14	146	8	462	46.0
9^{a}	(2) (7)	73	17	260	10	110	12	443	44.1
9^{b}	(2) (4)	91	9	258	11	94	14^{a}	443	44.1
11	(2) (3)	72	18^{a}	275	5	70	17	417	41.5
12	(2) (4)	87	10	161	33	160	6	408	40.6
13	(2) (3)	74	16	210	23^{a}	119	10	403	40.1
14	(2) (6)	101	5	188	30	113	11	402	40.0
15	(2) (4)	66	23^{a}	210	23^{b}	107	13	383	38.1
16	(1) (8)	68	21^{a}	247	13	63	20	378	37.6
17	(2) (7)	80	13	225	17	67	18	372	37.0
18	(2) (3)	84	11	220	21	65	19	369	36.7
19	(2) (7)	68	21^{b}	269	8	27	29	364	36.2
20	(2) (3)	77	14	235	16	46	22	358	35.6
21	(2) (4)	62	25	270	7	25	30	357	35.5
22	(1) (8)	61	26^{a}	197	27^{a}	84	16	342	34.0
23	(2) (3)	69	20	208	25	59	21	336	33.4
24	(2) (4)	83	12	236	15	11	34	330	32.8
25	(2) (5)	66	23^{b}	213	22	44	23	323	32.1
26	(2) (4)	60	28	224	18	23	31	307	30.5
27	(2) (4)	58	30	222	19^{a}	21	32	301	30.0
28	(2) (3)	61	26^{b}	222	19^{b}	15	33	298	29.7
29	(2) (4)	56	31	198	26	40	26	294	29.3
30	(2) (5)	52	33	197	27^{b}	43	24	292	29.1
31^{a}	(2) (3)	55	32	142	35	94	14^{b}	291	29.0
31^{b}	(2) (4)	72	18^{b}	183	31	36	28	291	29.0
33	(2) (4)	46	34	191	29	41	25	278	27.7
34	(2) (4)	59	29	160	34	37	27	256	25.5
35	(2) (4)	39	36	166	32	5	36	210	20.9
36	(2) (4)	45	35	123	36	7	35	175	17.4

(1) Does not receive CBA.*
(2) Received CBA* at time of survey.
(3) Single central library.
(4) Cocentral library.
(5) Cocentral library. Only strongest cocentral was checked against lists.
(6) System Headquarters collection, developed with System funds and CBA* program.
(7) Aggregate count for central libraries' and Headquarters resources.
(8) Special contracting library.

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* Central Book Aid.

local resources as a result of interlibrary loan and direct free access.[7] The logic and equity of this is debatable.

The question has been raised as to whether or not the 100,000 adult nonfiction volume level is sufficient to meet the central library function. The majority of interviews suggested that it is not. It is interesting to note, however, that one central library receiving Central Book Aid ranked 6th on lists A-B, 9th on C-K, and 3d on M and M (N. Y.)—substantially higher than another with over 100,000 adult nonfiction volumes. The former library could probably do a consistently creditable job of assisting undergraduate patrons and "intelligent laymen," while the latter probably could not, despite its numerical strength.

Some system and central library directors also felt that their greatest need was for more duplication of nonfiction titles in frequent demand as a result of high school and college work, rather than a much wider range of titles. As the need for duplication has increased with the central library function and free access, the question arises whether Central Book Aid acquisitions should be limited to single copies and the central libraries be obliged to support, with local funds, mounting demand for the additional ones needed.

While Central Book Aid has substantially improved the book stock of the weaker central libraries, selection of books requires staff time and their housing requires space. Most of the libraries that most need strengthening are sorely lacking in both. Lack of space and staff has been a major factor in the surprisingly slow pace at which the systems have taken advantage of the Book Aid program. (See Table 17.) Selection of material and the need for guidance in this area were frequently mentioned problems. Some additional guidance in special lists has been provided by the Library Development Division; but its impact was not notable at the time of survey visits, and some staff criticized this help for lack of depth.

Cocentral library arrangements, in effect in eight of the systems which receive Central Book Aid, have weakened the benefits of this program in terms of public access to a single strong core collection with an adequate professional staff to service it. There are some cocentrals with quite strong "community library" collections as a result of local effort; but, with the dispersion of Central Book Aid acquisitions over two or more libraries, the intent of the program is not being realized in some areas where such aid is greatly needed.

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[7] Systems not receiving Central Book Aid are New York, Brooklyn, Queens, Westchester, Buffalo and Erie, Pioneer, and Onondaga.

It may be argued that some systems would not have organized unless concessions contrary to the core-resource concept had been made, and some system directors and trustees will argue that dispersion of strength is unimportant if interlibrary loan communication and transportation are fast. The fact remains, however, that in most systems with cocentral libraries, patrons do not have access to a single strong and diversified collection. It was also noted in the course of several visits that many cocentral libraries with assigned subject specialties were not developing particular strengths in these areas, but tended to use Central Book Aid to acquire material they would ordinarily purchase with local funds.

The wealth of information in government documents is a logical resource for system and central library reference service. The State Library has been designated a regional depository, under the provisions of the Federal Depository Library Act of 1962. As such, it must maintain a complete collection of depository publications and must provide Federal document interloan, reference, and advisory services to libraries within its region. Adequate depository library service in New York must, however, rest upon strong local resources, as well as upon the expanded resources and services at the State level.

In 1964, depository libraries were, for the most part, widely and equitably distributed across the State in public and academic facilities. Of the Upstate central libraries: 5 were depositories; 14 were in the same city as a depository; and 28 were within 25 miles of a depository. Since then depositories have been established in additional strategic locations, e.g., Plattsburgh, New Paltz, and on Long Island. All depositories have expressed willingness to make documents available on interlibrary loan and most report they are being called upon to do so. At this writing, a basic list of Federal documents which should be available in each system area and a list of document-finding aids and bibliographic tools, recommended for acquisition by central libraries, are in preparation.

The government documents reservoir is tappable, but, unfortunately, judging by staff performance during the survey visits, few systems or central libraries have staff with awareness of the content and availability of documents or inclination to discover and use them. When the Library Development Division offered seven scholarships to a short course on the subject for people involved in direct public service, only four candidates responded. Moreover, some staff candidly admitted that processing documents was a Pandora's box they preferred not to open under present conditions of budget and staff.

TABLE 17
CENTRAL BOOK AID EXPENDITURES (NEAREST DOLLAR)

SYSTEM	1960–61	1961–62	1962–63	1963–64	1964–65	Cumulative Total thru 3-31-65
Chautauqua-Cattaraugus	$3,433	$13,409	$13,579	$18,806	$32,765	$81,992
Chemung	6,702	7,221 }	13,821	16,142	14,875	88,823
Southern Tier	23,486	6,576 }				
Clinton-Essex-Franklin	11,147	17,997	16,592	28,319	33,400	107,455
Finger Lakes	7,043	13,839	18,757	31,410	38,250	109,299
Four County	—	1,456	3,736	6,915	14,553	26,660
Mid-Hudson	—	985	10,190	19,977	14,670	45,822
Mid-York	18,086	21,577	25,476	27,644	23,314	116,097
Mohawk Valley	—	—	—	1,355	7,111	8,466
Nassau	54,663	55,877	46,869	44,317	31,245	232,971
Nioga	2,263	7,728	23,829	24,459	43,534	100,813
North Country	14,377	18,249	10,985	14,330	19,427	77,368
Ramapo-Catskill	15,215	20,074	34,169	29,362	67,894	166,714
Southern Adirondack	8,647	17,934	20,099	15,792	25,630	88,102
Suffolk	—	—	27,646	15,220	26,758	69,624
Upper Hudson	7,380	17,203	21,882	15,050	18,370	79,885
Total for System Central Libraries	$172,442	$220,125	$287,630	$309,098	$410,796	$1,400,091
Total volumes of books and microfilm provided through CBA for System Central Library programs	33,384	44,761	46,988	46,770	64,650	236,553

One of the worst difficulties for the serious user of the central library is the limited service staff available. There are central libraries with only one professional staff member, and that one rarely works with the public in the library. Several have only one trained reference librarian and, if this one is on duty in the daytime, experienced professional help is not available at night when many students and employed people need it. Too many professional librarians, assigned to central library reference work, were unable to provide accurate information or sufficient help on some types of questions, particularly those involving current scientific facts. In some of the strongest central libraries with appropriately staffed departments, inadequate guidance at the information desk impaired patron satisfaction.

The State Library

After the central library and the system headquarters collections, the next step in the chain of resources is the State Library, with its collection of some 3 million items. Not an innovation or a unique feature of the system programs, the State Library has for many years been an official backstopping agency for the public libraries of the State. Nevertheless, due to conditions for which the systems are largely responsible, the use of the State Library's collection through interlibrary loan has increased greatly. Requests received in the General Reference Division alone rose from 65,836 in 1958-59 to 100,308 in 1965-66, a 52 percent increase. There has, however, been practically no corresponding increase in any of its resources. (See Chapters VI and VIII on "Accessibility" and "The Role of the State.")

Bibliographies and Location Devices

In the area of bibliographic and location devices to help users identify the items they need and librarians to locate them, the systems have been responsible for some progress, but a much greater concentration of effort on this very important aspect of effective coordination of resources is needed. The problem is commented upon more fully in Chapter VI under "Bibliographic Accessibility."

Nonbook Materials

There is clear evidence that State and system activities have substantially increased nonbook resources. Actually, much of the progress has been made since 1964 as a result of the Library Services and Construction Act. The State's program, almost totally supported from Federal funds, is designed to promote the provision and utilization of such resources and the newer educational media as a part of total library service. It has developed rapidly and has already been successful in prompting several systems to use State aid receipts for partial support of their regional programs.

The State's collection now contains well over 1,900 films and 3,100 record albums, from which circuit collections and items in response to specific requests are lent to systems. Loans of films have increased steadily, often dramatically, each year, reaching over 4,700 in 1965-66. Circuits are in operation in 17 systems and requests to the State audiovisual consultant for programming help and advice on establishing film services are heavy.

In the background papers, prepared in connection with this evaluation, comments dealing with audiovisual materials are probably out of date. At the time visits were made, the impact of Library Services and Construction Act audiovisual grants, the work of the new State consultant for this field, and the developing State collection was only beginning to be felt. Moreover, no attempt was made to measure the quality of the audiovisual collections. The present situation, however, and some of the problems mentioned in interviews merit inclusion here.

At the end of 1965, 19 systems (or their central or contracting libraries responsible for film service) reported owning a total of nearly 10,000 films and filmstrips, an increase of about 80 percent since 1960. Holdings ranged from 25 to 4,387 in 15 systems, with over 200 in 10 of them. Only one, however, met the new ALA standard of 1,000. Several systems with very few reels rely almost entirely upon the State's circuit collections. Statistics on circulation, bookings, and viewers are incomplete and not particularly reliable, but an increase in use of at least 20 percent is indicated.

At the time of survey visits, most system staff reported growing public interest in film service. Although some intersystem cooperation is developing now, at the time of the interviews relatively few systems were making much effort to secure materials from sources other than the State. There was also very indifferent handling of the service in several systems where book-oriented professionals or unoriented clerical staff regarded films as a futile competition with television or a nuisance to get and return. There is now, however, a good deal of evidence (in recent applications for Federal grants and in requests to the State's audiovisual consultant for programming help and advice on establishing film services) that such attitudes are changing. Federal funds have already helped found new film collections in five systems.

All systems now make some effort to provide audiovisual resources and advice. Only four in Upstate New York, however, have full-time professional audiovisual consultant staff. Professional advice is available in the central or a contracting library in three others, but this arrangement Upstate does not appear to result in necessary inservice training for other members or serve to spark great interest on their part in nonbook materials.

Some system staff spoke of member-library apathy concerning films and, in some systems, staff of about half of the local libraries visited stated flatly that they had neither time nor patrons for films. On the other hand, public interest in such areas does exist. Film circulation from bookmobiles is heavy and sometimes far exceeds total requests from member libraries. It became clear in a number of systems that strong audiovisual inservice training was needed, a program for which the system staff lacked necessary skills. The implications for the State had already been recognized, and the State's audiovisual consultant has been actively engaged in such a program.

In the rural areas, local staffs were frequently interested in promoting use of films, but found it extremely difficult due to lack of space in the library and lack of projectors for use outside the library. Thirteen systems were lending such equipment at the end of 1965, but the majority restricted their use to library premises.

In some systems, members found the lists of films available at headquarters not sufficiently informative concerning film content; and, in some, system staff did not preview the films received on circuit. Programming help and guidance to resources was therefore very limited.

At the time of the interviews, some systems had a policy that the public must secure films through their local library, just as they do books. The public was discouraged from going to headquarters for them. As a result, in some areas where there was little or no audiovisual knowledge at the local level, people were denied access to the only staff that might have provided reasonable guidance to either circuit material or other resources. While this policy was consistent with the theory that headquarters should not infringe upon its members' realms (and it is a practical answer to avoiding the public's confusion as to where it goes for what), it would seem desirable to liberalize policy so that members could encourage patrons to seek further help at headquarters in the matter of programming and selection.

Title to films purchased from system funds rests, in some cases, with the library in which they are deposited. Housing, previewing, and consultation facilities are poor in at least three such cases. Relinquishing title to these films has deprived the system boards of flexibility in relocating the film service to better advantage. The reasoning appears to have been that of building on strength; but, in actuality, there was not great strength upon which to build. As systems increase their film expenditures and continue to develop the collections, they will reach a point where the bulk of resources has been system-funded, but the system will have no control over the physical setting of the collection. A change in policy to one by which the system retains title to the material acquired in the future seems advisable. The resources could then be deposited according to system judgment, as future circumstances and service need dictate.

At the end of 1965, the State's collections of recordings had increased 104 percent since 1960. Circulation, which rose steadily from 1,234 in 1960-61 to 2,953 in 1964-65, dropped to 780 in 1965-66 — the emphasis having shifted from circuit collections to responding to specific requests from systems for interlibrary loan, a backstopping reference function the need for which is reported to be more apparent each year.

At the end of 1965, systems and central libraries reported recordings totalling 327,143, an increase of 42 percent over 1960. These agencies alone also reported a total circulation of 323,290, a 41 percent increase over 1960. Only four systems did not have record pools. Most of those that do, use them for both interlibrary loan and circuits.

The State's activity with circuit collections and the gifts of records from Columbia served to spark both system and local record service. Data have not been tabulated for the State as a whole, but developments in five systems show substantial effort. In 1957, 17 libraries in these systems lent records; in 1964, 118 did so. Record circulation totalled 16,785 in 1957; 60,364 in 1964 — a 259 percent increase. These systems reported that many of their members are now budgeting local money for records.

In 1963, the State Library commissioned a study, *The Future Role of the New York State Library in Statewide Audiovisual Activities: A Survey with Recommendations,* by Harold Goldstein. Because much has happened in the audiovisual field and in audiovisual services in the State since then, an updating of this report, possibly with recommendations for new directions and policies, is scheduled for completion in early 1967.

Personnel

New York shares with the rest of the nation the serious problem of the manpower shortage in librarianship. It is of such magnitude that, in 1966, the Governor's Manpower Committee assigned top priority to work of the Library Science Occupational Committee and a factfinding study conducted by State Civil Service for which, at this writing, data has not been completely tabulated. In the course of the evaluation, however, system directors and others consistently mentioned lack of qualified manpower, vacancies in established positions (20 to 25 percent is not unusual in the central libraries and some rural system headquarters), and salary scales that are not sufficiently competitive to attract qualified people, as major deterrents to good service.

Other personnel problems were also frequently mentioned or observed. Among them were:

(1) the failure of many boards of trustees to approve establishment of positions to meet reasonable service standards, such as those recommended in A.L.A.'s *Interim Standards*

(2) the failure of many local appropriating bodies to provide funds to attract candidates for necessary positions when library boards recognized their need and argued for them

(3) the lack of sufficient on-the-job and inservice training programs to develop the full potential of present personnel

(4) the fact that the personnel who most need to take advantage of the programs available do so least, because of lack of inclination or practical difficulties, such as transportation, local library schedules, and lack of personal or library funds

(5) the fact, mentioned earlier, that professionally trained staff too often do not perform as well as might be expected.

The State's Division of Library Development administers a number of programs designed to alleviate these conditions. It conducts special courses and workshops for staff and trustees, frequently in cooperation with systems and other educational agencies. From Federal aid receipts, it (1) awards scholarships for graduate library study (90 of the 116 recipients of such awards have graduated from library school with professional degrees and have been employed in public libraries in the State since 1958 and some of the other 26 are still in training); (2) makes grants for attendance at special courses to update the skills of professional personnel; and (3) makes grants to systems for innovative inservice training and recruitment projects. It also handles the mandatory certification of staff performing professional tasks in libraries that serve over 5,000 people.

From 1960 to 1964, the Division used some Federal funds to conduct "community librarian training courses" for staff in libraries that served less than 5,000 population. The program concentrated on five areas of study and was conducted in 20 different centers. A total of 1,914 community librarians attended one or more of the courses, and 172 successfully completed all five.

According to an evaluation published in 1966, this program "undoubtedly . . . increased the quality and quantity of public library service" in rural areas[8] The report noted, however, that a great deal more was needed; that "the time has arrived when systems should, indeed must become involved in the training of their staff and constituents . . . must be a part of inservice training for personnel at all levels"; and that "systems and the State should work together in meeting the training needs of both professional and nonprofessional librarians. . . ."[9]

The report also recommended substantial expansion and reorganization of the present training structure of the Library Development Division, including creation of a regional structure for the development of training. While the Division may appear to have approached the major recommendations in the study tentatively, it should also be noted that its grants to systems from Federal aid for special training projects and scholarships for special courses are another kind of attack upon the problems identified in the study and in the course of this evaluation.

The public library systems in New York State are required by regulations to meet minimum personnel standards before their plans are approved for payment of State aid. The requirement of one full-time staff member for each 5,000 residents of the area served by the system is far short of the new ALA standard of one for each 2,000 residents and has been easily met by most of the systems. Some of the rural systems with poorer libraries have, however, been pressed to meet it. This requirement may, therefore, have stimulated some improvement in the situation. The second requirement that there must be at least six professional librarians engaged in system services has definitely changed the picture, because in most systems these are all new positions in the area covered by the system.

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[8] Lawrence A. Allen. *An Evaluation of the Community Librarian's Training Courses* . . . 1966. p. 3.

[9] *Ibid*, p. 16.

In the course of evaluation interviews, a few additional legislative or regulatory approaches to major manpower and personnel problems were suggested more than once. These included:

(1) mandating minimum salaries for professional staff in central libraries

(2) providing State aid to subsidize central library payrolls, particularly in areas of low personal income or low assessed valuation

(3) requiring some college education of staff in libraries that serve below 5,000 population.

In behalf of the last suggestion, it may be argued that, regardless of a community's size, fulfilling the role of the public library requires a great deal more background than is possessed by librarians in many of the libraries serving under 5,000 population, and that libraries in this category constitute about 65 percent of all New York's chartered units. Also, staff members with some college education are likely to prove more responsive to inservice training opportunities.

Whatever may have been the effect of systems on the total library personnel situation in the State, system staff have in general made a serious effort to improve the effectiveness of local personnel by various types of inservice training — ranging from informal guidance by system consultants to more formal workshops and courses. The impact of these efforts has, in many systems, been seriously limited by poor attendance or unresponsive participation.

Buildings and Equipment

Any consideration of the adequacy of resources would be incomplete without attention to physical facilities. The public has the right to use libraries without restraints — including those of a physical kind that discourage use. Good library service and the "freedom to read" imply for the public library obligations in addition to providing an adequate collection and a competent staff. They also imply the courtesy of enough space and equipment so that people can enter the library easily, move about and sit in it comfortably, and refer to its materials and staff without difficulty.

Buildings

There is no provision in the New York State systems program for State aid specifically for library buildings. On the other hand, neither is the use of State aid for capital construction specifically prohibited, and one example exists among the Upstate systems of an excellent headquarters building which was financed mainly from the system's establishment grants and other State aid funds saved during the first few years of the system's existence. Several other systems have used State aid funds for alterations to existing libraries so that their headquarters could be housed in them. Sixteen of the Upstate systems pay rent as an operating expense for space for the headquarters' operation. Another fairly common use of system funds granted by the State has been for bookmobiles, which represent a kind of mobile building.

New York had a backlog of building deficiences before the Library Services Act and the organization of the cooperative systems. Space problems were aggravated greatly by State aid which stimulated rapid collection development and increased public use in already inadequate facilities. In central libraries and many system headquarters the situation became particularly acute. Title II of the Library Services and Construction Act has provided considerable stimulus to corrective action. Fifty-eight buildings (including one expansion) have been approved for funding, the determinations having been based upon carefully developed and well publicized criteria and priorities. The approvals included 20 central libraries and/or system headquarters, 19 branches in cities with over 50,000 population, 14 main libraries serving over 10,000 and 5 serving under 10,000.

Encouraging and stimulating as Federal construction aid has been, the library building needs in the State are alarming and are a severe restriction upon the pattern and quality of service envisioned by the framers of the 1958 legislation. A building survey, conducted by the Library Development Division in the fall of 1966, indicated that 2.9 million square feet of space are lacking in the libraries serving 2,500 or more people. (The estimate of needs was based upon the minimum standard given by Wheeler and Goldhor.[10]) Space problems were also reported as a paramount problem in the vast majority of interviews during the evaluation.

The State's Federally-funded construction program gave highest priority to central library and system headquarters buildings. Nevertheless, interpretation of the system returns in the Library Development Division survey indicates that 12 systems have headquarters which curtail or necessitate omission of desirable services and activities to support member libraries; that the present facilities of 16 do not permit convenient addition of new staff and services in the future and are not flexible enough to permit considerable future change in system program without extensive remodeling. Fifteen reported active planning for changes in housing by new construction, rental, or remodeling. (Ten of these had possibly optimistic target dates for completion of 1968 or earlier.) In six cases, where combined central library and system headquarters would be much preferred, the space limitations of the central library preclude the combination at this time, and prospects for new central library facilities are sufficiently remote to prompt system boards to build separately or move to rented quarters simply to meet immediate need.

Judging by the 1966 building study (again, confirmed in evaluation interviews) most central and cocentral libraries are in serious trouble as far as their physical facilities are concerned. Although, in theory and in practice, these libraries serve a population far greater than that for which they are chartered to serve, well over half fall below a reasonable standard for floor space and reader seats when measured against community library standards alone.[11] In floor space, 65 percent are below the minimum standard; 35 percent are more than 1/3 below standard; and 12 percent are more than 2/3 below. For reader seats, 79 percent are below standard; 53 percent, more than 1/3 below; and 3 percent, more than 2/3 below. (These percentages may be inflated to a modest extent because 10 libraries with some expansion in progress or to be started in 1966 reported only on their present quarters.) Seventy-four percent of the central and cocentral libraries are below the Wheeler and Goldhor standard for book holdings; 32 percent are more than 1/3 below; 3 percent are more than 2/3 below. (These percentages would have been greater if all of the libraries had been able to report main library holdings distinct from branch holdings, instead of a grand total for the local system.) Moreover, only 32 percent reported their shelving adequate for their *present* collections. Only half of the central and cocentral libraries reported having their own parking areas; and, of those that did, only 47 percent felt the parking area was adequate—a serious limitation in access to libraries that are being developed as more than local resources.

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[10] Joseph L. Wheeler and Herbert Goldhor. *Practical Administration of Public Libraries.* New York, Harper & Row, 1962. p. 554. The formula is based on per capita allotments without consideration of the educational characteristics of the community. Thus it is not a satisfactory basis for ultimate planning but is adequate for determining a first estimate of the approximate magnitude of the problem.

[11] *Ibid.*

The building survey presented an even worse picture of the physical facilities of noncentral libraries serving over 2,500 people. In floor space, 75 percent are below the minimum Wheeler and Goldhor standards; 46 percent, more than 1/3 below; 20 percent, more than 2/3 below. Eighty percent are below standard in patron seating; 54 percent, 1/3 below; 18 percent, more than 2/3 below. (These figures may be somewhat, but not substantially, inflated because 10 libraries with construction under way reported only upon their present facilities.) Only 39 percent of these libraries have their own parking areas and only half reported the space adequate.

Applying the Wheeler and Goldhor per capita standards to the populations New York's libraries are chartered to serve and assuming the need for adequate facilities in all communities where some facilities are now in existence, the construction needs appear staggering at every level. On this basis a sum of $71,280,125 is needed to bring the existing buildings of those libraries serving 2,500 persons or more up to minimum standard. The addition of the space needs of the system headquarters and the smaller libraries serving populations of 1,000–2,500 and the addition of the square feet required to replace obsolescent buildings brings the amount needed to $82,829,350. But, if there is a 50 percent increased use of public libraries within the next five years, the progressive obsolescense of buildings and an inflation of building cost to at least $30 per square foot, the need will increase to $124,244,025 by 1971. The maximum Federal aid for construction in New York State between 1967 and 1971 will be $25,069,508, available on a matching basis of 35 percent Federal and 65 percent non-Federal. The difference between the total projected necessary construction expenditures and potential

Federal aid is $99,174,517 in non-Federal monies. Such figures raise the very serious question: What is the logical source of funds to correct deficiencies that are severe restrictions upon quality public library service?

Readiness to build is a key consideration of the State and Federal agencies in approving construction projects for Library Services and Construction Act Title II grants. This involves assurance that 65 percent of the total construction project cost is available from non-Federal sources. Need exists, however, where such readiness is not yet evident and where there may actually be an inability to raise the necessary matching funds to finance a building that meets the reasonable criteria upon which applications for aid are judged. (Among the grants approved in the two-year period 1964-66 outside of New York City, where readiness existed by virtue of long range capital improvement budgeting, only four were made for projects in counties which ranked in full valuation below the 50th percentile among all the counties; and, in at least one of these four that received grants, the matching money came from private sources.)

Consideration of the possibility of State aid for construction appears warranted in view of the deficiencies noted above, which deter effective service, and in view of the problem of raising sufficient local funds in some areas. The fact that the pattern of service envisioned in New York involves all system members in a responsibility for service beyond their chartered and immediate support level (and has been found to be an increasing burden upon some local units) is also relevant here.

System programs have resulted in some improvements in library buildings. Cash grants from systems have been used, not infrequently in small communities, to redecorate and refurbish local facilities. This use of State funds has been questioned in some quarters, but the stimulating effect of such renovation upon local interest and support—and, incidentally, upon local attitudes toward the system—is undeniable. Other than this use of State funds and the stimulation and guidance that has been provided by system staff in building matters (which may be appreciable but are difficult to measure), the system program in New York does not appear to have altered the library building situation in the State to any great extent.

Equipment

In the matter of equipment, systems have had a sharper impact—an impact which will undoubtedly be felt more strongly in the years immediately ahead. Many individual libraries now enjoy the advantages of various kinds of equipment which would be out of the question for any but the larger ones.

All of the Upstate systems outside of Albany now have, for example, teletype connection with the State Library to facilitate interlibrary loan communication.[12] Fast and inexpensive duplication of printed materials, including microreproduction, printout equipment and microreaders, is available in nearly every system, even though the study indicated that these facilities are not being used as extensively as they should be. At least two systems are using computers in their ordering, processing, bookkeeping, payroll and circulation operations; and recently they have extended their services to other systems under contract arrangements. In at least one system, special studies have been made to determine the relative advantages of various types of charging devices and to explore standardization of charging procedures on a systemwide basis. Film projectors and record players are now available to virtually all libraries through the system relationships, as is the specialized equipment involved in good publicity programs (exhibits and displays, posters, and the materials for constructing them). The vast majority of New York's libraries would not be able to take advantage of these devices and developments without the system structure.

The possibilities which the systems bring for more effective employment of useful mechanical equipment are especially great. The availability of Federal grants and other funds for experimentation, and the fact that the systems generally are beginning to move beyond the period of preoccupation with organizational problems, should accelerate realization of this potential.

Summary and Recommendations

1. Fundamental to the library systems concept is the equitable sharing of resources, such as library materials, staff, and equipment. Equitable sharing implies that each locality will make a reasonable effort to meet its own basic library needs.

2. Expenditures for library materials during the period 1957 to 1964 in New York State exceeded the national average. The rate

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[12] Financed through Federal funds under LSCA.

of acquisition of books has doubled or tripled in most system areas, and generally exceeds the new ALA standards. Per capita book holdings have not increased as rapidly and are generally below the new ALA standards. This is due, at least in part, to extensive weeding stimulated by systems, to emphasis upon strengthening periodical and newspaper files, and to development of audiovisual collections.

3. Book pools, rotating collections, and other system techniques have significantly increased the number of "books exposed" annually to library users. There are, however, wide variations in system policies in respect to book pools and rotating collections. To fully implement the system idea, system policies need to be more explicitly defined so that member libraries will know for what and to what extent they can depend on the system, and thus how their own acquisition policies should be adjusted.

4. When collections were measured against selected lists of juvenile, teenage, and reference titles, the largest libraries consistently scored highest; but great variation existed within size categories, regardless of the level of support. System programs and responsiveness to system services by member libraries appeared to be important factors contributing to the variation.

5. In tests of reference performance individual libraries also varied widely. In some cases poor performance, accounted for by staff failures, was found in spite of strong resources. Again, system programs and member library responsiveness appeared to be very important factors. Performance on the questions involving children's resources tended to be the best.

6. Central libraries are an important first line of defense in backstopping community libraries; several central libraries provided over one-half of the interlibrary loan materials in their regions. Only a very few, however, could consistently perform at higher than a college undergraduate level. Mainly because of student pressures, there is a need to duplicate certain titles rather heavily; yet available funds are not adequate to develop a collection that has range and depth, and still provides a sufficient number of duplicate copies.

7. Although central libraries were conceived as the "core" of the system services, most have a relatively narrow base of local tax support and have relatively little State aid. (Only about 25 percent of the population served by systems outside of New York City and Erie County is contributing to the support of the central libraries.) While Central Book Aid is considered very helpful, it goes only to

systems which at the time of their organization had no library with 100,000 volumes of adult nonfiction, and it does not begin to compensate central libraries for the additional burden of the central library function. Legislation in 1966 will help this situation; but, for the most part, it only offsets cost increases due to inflation.

8. In spite of buying lists and other help from the Library Development Division, smaller central libraries need more help in book selection to strengthen their collections. Government documents are an important resource where both increased availability and greater staff competence are particularly needed.

9. Many central libraries face serious staffing limitations, both in number of staff available and their competence. A few central libraries have only one professional staff member.

10. The splitting of the central library function among two or more libraries has weakened the benefits of the central library program in respect to public access to a single strong core collection with an adequate professional staff to service it. Also, in many systems, there is an unresolved problem of a single central library being too far from many users to be conveniently accessible.

11. Nonbook resources, especially films and records, have increased substantially. (Film and filmstrip holdings, for example, have increased 80 percent since 1960.) Four Upstate systems have added full-time audiovisual consultants; and in three others, professional help is available from a central or contracting library. The State agency has developed (with Federal funds) a strong audiovisual collection, has added an audiovisual consultant, and has sponsored important studies in this area. Although 13 systems were lending projectors and other equipment in 1965, the lack of equipment still limits audiovisual services. Other problems involve still inadequate holdings, a need for changing attitudes and developing staff expertise at all levels, and problems of policy which arise because of basic differences between the best methods of distributing audiovisual materials and more traditional library materials.

12. Personnel shortages, common to the library field as a whole, continue to be one of the most serious problems of systems and their member libraries. It is not unusual to find 20 to 25 percent of established positions unfilled.

In spite of sincere efforts to improve the effectiveness of personnel, weakness in this area remains one of the critical problems of the entire system program. Inservice training programs, conducted by the systems and the Library Development Division, have helped considerably. They are still insufficient, however, and are seriously handicapped in cooperative and federated systems, because local staff most in need of training are least inclined to take advantage of opportunities offered to them through system and State effort.

In addition to more and better inservice training opportunities, other suggestions for improving the staffing situation recurred in field interviews. These were:

(a) mandating minimum salaries for professional staff in central libraries

(b) providing State aid to subsidize central library payrolls, particularly in areas of low personal income or low assessed valuation

(c) requiring some college education of staff in libraries that serve below 5,000 population.

13. In general, State aid for library systems has not been used for construction purposes, and a longstanding backlog of building needs has been aggravated by the growth of collections and services. However, by mid-1966, 58 building projects had been approved for Library Services and Construction Act funding, including 20 central library and/or system buildings.

A building survey, conducted by the Library Development Division in late 1966, showed that:

(a) an immediate need exists for 2.9 million square feet of space in libraries serving over 2,500 people in New York

(b) at least 12 systems are being forced to curtail programs because of space restrictions

(c) other systems cannot expand programs beyond the present levels

(d) most central libraries face serious problems in book and seating space, even to serve their own immediate communities.

The survey suggests that by 1971 over $124 million will be needed to bring existing library buildings up to minimum standards, replace obsolescent buildings, and meet the space needs of system headquarters. Maximum anticipated Federal aid for construction in the 1967 to 1971 period is slightly over $25 million, available on a 35 percent Federal and 65 percent non-Federal matching basis.

In view of the importance of adequate buildings to the implementation of the entire system concept and the hopelessness in many areas of raising the full 65 percent non-Federal share locally, consideration should be given to providing State funds for library construction.

14. Systems are bringing some of the advantages of modern equipment to libraries which otherwise could not possibly afford them. All but one of the Upstate systems, for example, are now connected by teletype to the State Library; photoduplication facilities are available in most systems; computers are used in a few systems for ordering, payroll accounting, circulation control, materials processing, etc.; and a number of other machine applications to traditional procedures have been innovated by the systems.

CHAPTER V

ORGANIZATION AND GOVERNMENT

Although the virtues of the library system organization are largely self-evident and have come to be generally accepted without question, there is still room within the basic system structure for wide individual variation. It will, therefore, be useful to review here some of the distinguishing characteristics of the particular types of public library systems which have developed in New York State.

Types of Systems

Essentially, New York's systems are of three major types, designated as consolidated, federated, and cooperative. The *consolidated* type is represented by the large city library systems, or county systems, governed by a single board of trustees and administered by a single director, and within which all of the library outlets are branches of a single institution.

A *federated* system is brought into being by action of a county board of supervisors, which also appoints a board of trustees that governs the system. The system trustees negotiate with the county for fiscal support of library operations in the area. In the federated system, however, the system board does not control the member libraries, each of which maintains its own board of trustees and continues to direct the disbursement of appropriated funds and manage the local personnel, plant, and program.

The unique *cooperative* type of system, provided for in the 1958 legislation, is created by the common action of the trustees of the member libraries which will make up the system (thus, it is possible for a system to be established without action by the governing bodies of any political units); and, it remains the responsibility of the boards of trustees of cooperative system member libraries to negotiate with their respective local appropriating bodies for their libraries' fiscal support. The acceleration of system development after 1958 appears traceable primarily to the greater flexibility of the new law which permitted system establishment without action of political governing units and allowed the organization of libraries into systems even when they constituted less than entire counties.[1] Increased State aid was, of course, another important factor.

State Aid

Obviously, the establishment of a cooperative type system would be very much a hollow victory if the State did not at the same time provide enough funds to carry out a program. As is pointed out in Chapter XI on "Finance," by 1965 State aid to the public library systems had leveled off at over $10,000,000 under the formula then in effect.[2] In consolidated systems, such as the three New York City library systems, and in Erie county, these funds are used to supplement income from local sources; in the other systems they are used almost entirely to operate system programs and to provide services through headquarters units. Some systems make cash grants and contractual payments to member libraries for various purposes, but, with this exception and $100 State grants to unaffiliated libraries, none of the State aid goes to libraries as cash.

Autonomy

All of the cooperative library systems are practically autonomous, as far as the State is concerned, and likewise each member library in a system is autonomous in its relationship to the system. Some controls do exist, however, at each level.

Certain standards of size, staff, book acquisitions, etc., are prescribed for an approved system in Education Law and in the Regulations of the Commissioner of Education which have the force of law. Where there is failure to meet these minimum standards, the State may withhold its grants. Another check exists in the requirement that each system must file with the Commissioner of Education an approved plan before State aid is granted, and that approval of the Commissioner of Education must be obtained for subsequent major revisions of the plan. Systems must, of course, comply with other provisions of law which apply to all public libraries, covering such matters as the filing of annual reports, accounting, and certification of librarians. The enforcement of these requirements is given "teeth" by the State's control of the "registration" process, without which a library may not accept public funds of any kind.

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[1] See law of 1958 as amended in 1960, Appendix A.

[2] Prior to 1966 amendments, Appendix B.

Member libraries in a system must agree to serve without charge all residents of the system area; otherwise they make no commitments to the system and forego none of their traditional "independence" in order to enjoy the benefits of system membership. Even the provision of law which reduces State aid when local support drops is so worded that it is the system, rather than the member library, which is penalized if this occurs.

It is worth remembering that New York's present cooperative system structure, which attempts to build on existing strengths and fully respects local autonomy, emerged only after some 20 years of study and experimentation in the State with the system idea. The permissive and undemanding features of the plan, which made it possible to organize the entire State on a system basis in a few years, have also meant that it has not been possible for the system administrations to reorganize public library service in their areas on what some feel would be the most efficient basis. Persuasion, example, and patient assistance are the working tools of the system staff in their relationship with member libraries; progress is often painstakingly slow, and the frustrations are great. The libraries which are slowest to take advantage of the services offered by the systems are often the ones which most need them. Likewise, there is no means by which the system or the State can force the laggard libraries—those getting substantial help from the system and from other libraries in the system—to make a reasonable minimum effort on their own part. The record shows that there are many community libraries which are exploiting this situation.

It is a fact that a large majority of the community libraries joined systems only because they were finally assured it was possible to do so without submitting to "outside control" or losing any of the local prerogatives they have traditionally enjoyed. This implies strong ethical restraints against instituting minimum performance requirements or other "controls" in connection with existing system benefits, regardless of how beneficial to library users these might seem. The same conditions and restraints would not necessarily apply to new benefits which might be extended in the future.

Size

The size of public library service agencies is a critical factor in their ability to perform certain functions economically and well. In New York, the State has prescribed the approvable size of systems. For many years, however, it did not discourage the establishment of local libraries in very small communities. (There are some 130 units chartered to serve less than 1,000 people.)

Systems

The 1958 legislation prescribed a minimum population to be served by library systems—200,000 people. A distinction was made, however, between provisional and full approval of a system's plan of service, and a period of five years was established as the duration of provisional approval. A system, then, which served at least 50,000 persons (in at least three political subdivisions) at its inception, and which could show in its plan satisfactory prospects of reaching the 200,000 standard, was provisionally approved and State aid payments began as of the date of provisional approval. As one very sparsely populated section of the State would never have been able to meet the population minimum, an alternative of 4,000 square miles of areas served was provided. The Upstate systems range in size from a population of 159,489 to 1,348,150. Their areas range from 421.6 square miles to 5,574.3 square miles. The three systems which serve New York City—the New York Public Library, the Brooklyn Public Library, and the Queens Borough Public Library—serve 3,334,315, 2,634,375, and 1,909,412 people respectively, for a total of almost one-half of the State's population.

While the wisdom of any particular population and area minimums will inevitably be questioned, the framers of the 1958 legislation were faced with the perennial dilemma of many public and private agencies: the best size for one service or function is not always the best size for another. When the system is small, for example, consultant and inservice training work stand to benefit in some respects. In these small systems, it is usually easier for system staff to establish good rapport with local library personnel and boards and to maintain frequent contact through field visits; likewise community librarians are able to attend meetings with some degree of convenience. On the other hand, many of the systems are definitely too small to employ sophisticated electronic equipment on an economically feasible basis, despite the fact that it could greatly facilitate centralization of many behind-the-scenes tasks of member libraries, e.g., book processing, patron registration, circulation control, and payroll management.

An excellent example of a system service which may reach the highest level of efficiency at nothing short of a statewide operation was brought out in studies of centralized processing, conducted by Nelson Associates, Inc.[3] in connection with the systems evaluation. These studies indicate that substantial advantages would follow the establishment of a single, computer-based, cataloging system to serve all of the public library systems and certain other libraries in the State.

The practical solution to the size dilemma is the device of the contract. It is being used by several systems; and there is considerable evidence that, by contracting between and among systems for specific services, it is often possible to enjoy the advantages of greater size while retaining most of the advantages of smaller size and a higher degree of flexibility.

System income, under the present State aid formula, is, of course, very closely related to size of both population and area. The problems in this connection are discussed in greater detail in Chapter XI on "Finance," but it can be noted here that some of the systems are attempting to operate system programs on a total budget which is at least marginal, and probably submarginal. In other words, there seems to be a minimum total expenditure below which a system cannot operate efficiently, regardless of its size. This does not, however, necessarily mean that the size of any of the existing operations is too small.

In short, there is nothing in experience to date which points to a need for changing the size of systems. Any problems which relate to size might better be solved by modifications in the financing structure and by contracts designed to accomplish specific purposes.

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[3] *Centralized Processing for the Public Libraries of New York State.* Nelson Associates, Inc., a survey conducted for the New York State Library. 1966.

Community Libraries

While the study does not reveal any evidence which suggests that the size of systems themselves need be changed, the universal and perennial problem of the too small local public library is still very much in evidence in New York State. One outside library authority who participated in the evaluation has suggested that the system pattern in New York State may even be perpetuating this problem.

There is no question but that this is true. As was pointed out earlier in this section, the New York plan was consciously and deliberately built upon the independent community library. This was done partially for reasons of expediency, no doubt. It was also, however, based on the theory that there are certain strengths and virtues in local initiative and local control; that it should be possible to retain these and at the same time, by means of the system, provide the services which are otherwise available only from larger libraries. Whether this has actually worked as well as might have been the case through the consolidated type of systems, where community libraries are actually absorbed by the system (assuming that this could have been accomplished), it is virtually impossible to say. The important fact now is that it is possible to identify certain weaknesses which are characteristic of the present structure and which are hampering the achievement of excellence in public library service in many places. Most of these difficulties appear to be amenable to correction by modifying the existing structure without departing completely from it.

The question of support is the basic problem and has already been noted. Suggested proposals for dealing with it are: (1) moving to larger bases of support, (2) the assumption by the State of responsibility for providing a minimum level of service, and (3) the possibility of State-mandated minimum levels of service. It would be somewhat less than realistic to imply that any of these courses, or probably any solution to this problem, would not result in some loss of local autonomy. On the other hand, the device of the contract (already mentioned in a different context), where it presents a solution, undoubtedly leaves the parties involved the greatest degree of freedom.

There seems to be no ideal answer to the problem of providing complete public library service in small communities and sparsely settled areas. They can be tied into the system chain so that the full resources of the system are ultimately available to them, but the question of what level of direct service is to be provided for residents of these areas must remain a matter for realistically weighing costs against the quality of service provided and the social value that can be placed on it.

There is a real danger of becoming preoccupied with the problem of library service to rural areas and creating serious inequities in the process. To forestall this, standards of service in relation to cost should be established for various population sizes and densities. These standards should be drafted in terms of people's total library needs, not as standards for a particular type of library service.

Providing direct public library service of any kind in a small community presupposes some kind of outlet there. Refusing to allow the establishment or the continuing existence of libraries in such communities is an over-simplification of the problem of providing service for their residents. "Library service for all" is not enhanced by eliminating a local library, unless something positive is substituted for it. The substitute may be bookmobile service; but, if bookmobiles do not seem to answer needs, the substitute will be some kind of stationary outlet. The present choices for service outlets in small communities appear to be between relatively brief bookmobile stops, the weak independent library, and the (perhaps equally weak) system branch or station with no local autonomy. The choice between these three solutions is primarily significant, because of the equity problems[4] and, if support is based on larger units the equity problems disappear.

There has been some experimentation in at least three systems with what is, in theory at least, a happy compromise between the less-than-ideal choices mentioned above. Called, for lack of a better name, "reading centers," these are stationary library outlets, operated by systems under a contract with the village or town in which they are located.

Planning

One activity which should receive paramount attention in all systems, and wherein units of government of every size should be intimately involved, is planning.

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[4] This statement assumes that system support can be complete enough to produce effective service under any one of the alternatives. See p. 225 for a discussion on limitations of the weak library.

It should be a special responsibility of systems to be alert to new developments and possibilities, and (with the fullest involvement of their member libraries) to constantly plan for the improvement of library service to users in their areas. Since system staffs are less apt to be preoccupied with the day-to-day problems of serving users than those in local libraries, they should be freer to give their attention to planning; and certainly their vantage point at the apex of the system should give them a greater breadth of view and awareness of needs and solutions than is likely to be found at the local level. By the same token, the State's potential role in planning is unique and critically important.

While no single library or library system is free from the responsibility of planning, neither is any single library or system, by itself, adequate for all the best planning. The best long-term planning is undoubtedly that which is done on the largest appropriate base. Certain aspects of planning are almost absolute functions of size, since they can only be carried on at the appropriate level of government.

As important as planning is, it is a difficult quality to assess in a survey. Close observation of systems throughout the study, however, bore out the logical expectation that those systems which are the most successful in their service programs are also doing the best jobs of planning. In order to assure that planning is regularly and vigorously carried on at the system level, it is suggested that systems be required to up-date their systemwide plans periodically and to file these for approval with the State library agency. Consideration should also be given to making these plans freely available to all system directors, so that they may be aware of and benefit from the best thinking of their colleagues throughout the State.

Planning at the State level is much in evidence and appears to have been remarkably effective in many areas (such as reference and research library service, library support, evaluation, and central libraries). In certain other areas, such as school-public library coordination, it has been conspicuously absent until very recently. Recent Federal legislation is having a significant effect and increases the need for State cooperation in Federal planning.

Intersystem and Intrasystem Relationships

A number of references to both intersystem and intrasystem relationships have already been made. Intersystem relationships, particularly, have been discussed in respect to the size of the system.

Intersystem Trends

With the organization by contract in 1961 of two neighboring systems (Chemung County and Southern Tier) into a single system in order to meet minimum standards for full approval, and the addition of Franklin county to Clinton-Essex in 1962, there are now no systems which cannot meet minimum legal requirements which relate in any way to size. Since contracts and other agreements between systems offer a means of achieving sufficient size to carry out specific functions efficiently without certain disadvantages which accompany larger size, there is no great pressure remaining for systems to merge. In some situations, however, under the present State aid formula, the income would be greater and certain economies (such as the director's salary) might follow the merging of two or more systems. Each situation would need to be studied in detail and the advantages and disadvantages carefully weighed, but the fact remains that there appears to be little activity or exploration in this direction at the system or State level. In general, then, intersystem relationships of the future may be expected to consist of more or less formal agreements between systems to accomplish specific objectives; informal cooperation in specific areas; cooperation at the State level for planning purposes, to carry out legislative programs, etc.; and cooperation within the framework of other agencies (such as reference and research library systems and the New York Library Association) to accomplish common objectives.

Problems Within the System

Intrasystem relationships are so fundamental a part of the whole system concept that they relate to practically everything which has been, or will be, said in the evaluation report. There are two areas in particular, however, which are not treated elsewhere in the report and which deserve special mention here.

One of these has to do with the relationship of the central library to the system. As has been pointed out elsewhere, the system program as it presently exists in New York State does not make adequate provision—at least, as it is carried out in most of the systems—for compensating the central library for the key role it plays in the service the system is able to render, or for that matter, even in preparing the central library to properly carry out its role. Although in a number of systems the director of the central library also serves as director of the system, in others the relationship rests almost exclusively on the goodwill of the respective directors and boards of trustees. If friction occurs for any reason, or if either party is unreasonable in its demands, the entire program suffers. When the situation deteriorates to the point where these two autonomous agencies reach an impasse in their negotiation, there it stands.

If the principle of building on the strongest existing library, rather than building a central library from scratch, is sound—and most of the arguments seem to be in its favor—one solution to the dilemma of a poor relationship between central library and system would be to compensate the central library properly for its systemwide role, and at the same time insist on certain minimum standards of performance. Obviously, to make this possible, the systems would either have to have more funds than most of them have at present, or forego some other program already started.

A second problem of intrasystem relationships which showed up in the evaluation study was the fairly common failure of member libraries to realize that it is inherent in the structure of the cooperative and federated types of systems that the member libraries should have a voice in the conduct of system affairs. It appeared to the evaluation team that few system administrators and boards were actively cultivating realization of this among the member libraries, and that some discourage and would resent active and healthy participation by *all* member libraries in any debate concerning development of the system's program of service.

Although in the establishing of systems the State agency was apparently, and commendably, at pains to avoid an attitude on the part of individual system trustees that they primarily represented an individual library or libraries, the concept of a system board elected by trustees of member libraries certainly implies that the system is a creation of, and functions mainly through, the member libraries. Thus, the system trustees and staff, who are also responsible for the larger enterprise, are put in the position of both guiding and at the same time being guided by the member libraries. Although this is not an uncommon role for public agencies, its execution requires a delicacy of balance which is seldom realized. One does not have to go far below the surface to encounter complaints from members of the same system: on the one hand, that the system is not exercising sufficient leadership; and on the other hand, that it is too autocratic.

In any event, an active and healthy participation in system affairs by the member libraries seems to be fundamental to a successful system, and techniques for bringing it about need to be developed and used more widely. At least one system has a formalized organization of member library directors, which meets regularly with officials of the system and discusses questions of system program and operation. While there is a danger that this kind of organization will get too deeply into matters of policy which are the province of the system trustees, or details of operation which are the province of the administration, it does provide a clear-cut opportunity for direct communication. Subcommittees of this group work quite closely with appropriate members of the system headquarters staff.

Trusteeship

The role of member library trustees in bringing the cooperative library system into existence has already been mentioned. System boards of trustees in New York State, which may legally have as many as 25 members, run the entire gamut in respect to size, method of election, and in fact virtually every characteristic that can be isolated, including usefulness. Some systems owe much of their effectiveness to a good board of trustees. Such "good" boards have a high calibre of individual trustees and a system director who knows how to distinguish policy from administration and how and where to educate and involve his board, one who presents the problems and alternatives of policy forcefully.

Some cooperative systems elect their trustees according to a strict formula in which a certain trustee represents a specific group of libraries. Others make no attempt to be specific in respect to representation, but simply try to find persons who will be competent or willing. System trustees may or may not be trustees of member libraries. If any of these devices produces significantly different results so far as trustee effectiveness is concerned, the relationship was not clear to the evaluation team.

The cooperative public library system derives most of its support from the State, yet it is not administratively answerable to the State. Technically, if it were not answerable to its own board of trustees, it would at present not be answerable to anyone (except for its moral responsibility to the libraries it serves). Prudence dictates that some means for the direction and control over the administration of any organization be available when it is needed. There appear to be four means from which to choose: (1) continuance of the trustee structure, (2) establishment of some kind of committee of member library administrators, (3) making the administrator responsible to the State library agency, or (4) some combination of the first three alternatives.

Each alternative presents its own problems. Ideally, the concept of the board of trustees seems to offer many advantages, and there is certainly adequate precedent, not only in libraries but in almost every other identifiable educational venture (including the structure of the University of the State of New York in its relation to the government of the State). The challenges and difficulties of making the board of trustees an effective instrument are undoubtedly equally great in all organizations, but if the trustee structure is to be maintained, every possibility should be explored for increasing trustee effectiveness. It would be unrealistic, however, to expect that any techniques or gimmicks can be devised which will bring dramatic improvements in a situation which stems from basic problems of human nature.

Relationships with Other Libraries

In terms of long-range developments, the implications of the subject of relationships with other libraries may be more important than those of any other topic considered in the systems evaluation report. The present and potential relationships of public library systems and member libraries with other libraries—school, college, and special—bears on almost every aspect of system operation and finance.

Library Service to Students

It is beginning to be understood by almost everyone associated with the library enterprise that the proliferation of knowledge and the recorded word means that no library can expect to collect, house, and service all of the world's knowledge. Thus, specialization and some kind of an organized cooperative approach to the advanced type of reference and research library service becomes essential. What is much closer to the average public library and public library system, yet is apparently much less clearly understood, is the damaging effect of continued failure to coordinate library programs at the community level.

The evaluation study showed again what every public librarian is well aware of from direct experience—that a proportion of the public library's users, amounting to at least half (and exceeding this in most libraries surveyed in New York), are students. Some of these are grade school students; some, high school; some, college; and some are adults who are continuing their formal education through any of an increasing number of possibilities. The ratio of types of students varies from one community to another; but there are always a large number of high school students, and in those communities which are near a college, especially within commuting distance, large numbers of college students are being served.

In this situation it would seem reasonable to expect public library and public library system directors to be asking several basic questions: Is the student load likely to continue, and at what level? Is serving students a proper role for the public library, and if so what specifically should the public library's special contribution be in relation to other libraries? What changes need to be made in the public library's traditional service program to best meet student needs?

The evaluation study did not provide any reassurance that such questions are being asked generally; the impression was rather one of librarians struggling desperately to cope with an overwhelming situation, instead of analyzing the problem and attempting to influence the conditions which make it most difficult. The reasons for this reaction are quite understandable at the public library level; they are less so at the system and State levels.

To attempt some hypothetical answers to the questions posed above, there would seem, first of all, every reason to believe that students will be more on the scene in the future, rather than less so. All of the statistical projections point in this direction.

The second question is not so easy, but some quite legitimate assumptions can be made about it. It is the public library's responsibility to serve the total community; and, while it is reasonable to expect the schools and colleges to build their libraries to a point where they can meet most of the day-to-day needs of their students, it is equally reasonable to expect that there will always be a substantial residue of student library needs which can best be met by the public library. (A recent study indicates, for example, that the largest high school library in the State has in the neighborhood of 35,000 volumes.) Also, it could be argued that there is a certain carryover value which follows from students using and becoming on good terms with their public library.

The third question—is the public library geared to student use—could best be answered by public librarians. The results of the study, however, suggest some changes or modifications in the public library's traditional patterns. Among other things, buildings are often inadequate and modifications of design are needed to achieve a happier combination of student and general public use; collections would benefit from heavier duplication of materials used most by students, from more periodicals and bibliographic aids, and from greater use of photo-duplication, etc.; and staffing patterns could be improved in respect to student use.

In terms, then, of public library system organization and government, the primary concern of this report, the important point is that the public libraries of the State are faced with what appears to be a legitimate and on-going public library responsibility to students. It follows that, since the public library is the only library agency which is concerned exclusively with library service that cuts across the library needs of the entire community, the public library interests have a definite leadership responsibility to develop a coordinated approach to the problem of *total* library service to the community. The public library system likewise seems to be the most logical library agency to take the initiative in getting school, college, and public library officials together to plan a coordinated library program which serves all of the students' library needs with a minimum of wasteful competition and duplication.

It is no coincidence that the overlapping of library function is a concern of lawmakers and government officials all the way to the Federal level. In the smaller communities, particularly, where the maintenance of even the most minimal library facilities requires a relatively high per capita expenditure, it is unfortunate to have library effort and support dissipated among uncoordinated and overlapping libraries. In any case, an effort should be made to develop a strong single library program in these situations. Wise and persistent leadership will, of course, be required, and the most congenial legislative and fiscal framework should be provided at the State level. The possibility of school membership in public library systems should be fully explored as a major step in the direction of coordinated programs.

Unfortunate experiences with efforts at school-public library cooperation in the past should not be allowed to interfere with the goal of total library service. Past experience can be used as a guide for building in safeguards that will prevent a recurrence of situations where a single interest has exploited the arrangement at the expense of the other interest or interests. There is room for, and a need for, a vast amount of experimentation and exploration in this area.[5]

At present, there is distressingly little activity along these lines at the system and local library level. The school-public cooperation that is evident tends to consist of public library staff working with school librarians and teachers to be sure the public library is notified in advance of assignments, and similar day-to-day problems. This is useful, but progress on the larger problem necessarily implies the involvement of the administration of the educational institutions and of public library and library system officials.

In respect to leadership in school-college-public library cooperation, the situation at the State level appears to be somewhat more encouraging than it has been for some years past; but there is still a long way to go. Impetus has come from Federal grant programs which are administered by the State and which necessarily require some crossing of the administrative barriers that stand between these traditionally distinct types of library service.

Reference and Research Library Service

One of the objectives of the public library system program in New York State was the provision of a legal "point of entree" to some kind of library service for all of the residents of the State. This objective has, for all practical purposes, been accomplished, and the concentration of effort has lately been upon improving the *level* of service to which the residents have legal access.

There are great numbers of people in the State—in research, the professions, academic faculties and students, business, government, and elsewhere—who from time-to-time have need for library resources and services which go beyond the limits of the public libraries that normally serve them. There are also in the State immense library resources—in its nearly 200 colleges and universities, its vast commercial enterprises, museums, professional associations, and innumerable other institutions. It has been the goal of a reference and research effort carried on for the last five years under the leadership of the State Education Department, joined by the Governor, to develop organizational and other machinery so that any resident of the State may make responsible and appropriate use of these rich resources through his own regular library outlet. At the same time, the reference and research program would assist these libraries-in-depth with their own special problems of developing programs of coordinated purchasing and the various technical and organizational problems involved in sharing library resources generally.[6]

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[5] New programs and support for elementary and secondary schools, particularly under the Elementary and Secondary Education Act of 1965, Title II, mean that planning now requires more than merely examining past and current information and library practices.

The program is of enormous scope and complexity; but a series of studies and reports, beginning with the Report of the *Commissioner of Education's Committee on Reference and Research Library Resources,* in 1961, outline the beginning steps. A feature of the plan involves the establishment of six or seven reference and research library systems throughout the State.[7] The precise role of the existing public library systems in the larger reference and research systems has not been fully defined; but it seems clear, again, that that role must be defined and developed toward the end of a total, coordinated library program for the people of the State, wherein the natural competitive tendencies of agencies with specialized functions are reduced to a minimum.

Summary of Conclusions and Recommendations

1. A major reason why New York State's present structure of cooperative, federated, and consolidated public library systems has grown to the point where it now covers practically the entire State, is the virtually complete autonomy which it allows to member libraries; very few commitments were required of member libraries in order to join systems and be eligible for system benefits.

2. While ethical considerations would prohibit attaching conditions to the enjoyment of existing system benefits, consideration should be given to establishing minimum requirements for member libraries before admitting them to possible future benefits, the objective being to make freeloading impossible and to stimulate all libraries to make a reasonable local effort.

3. Assuming that public libraries are an important educational resource, and since libraries show a wide variation in the extent to

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[6] In 1966, $700,000 was appropriated to the Education Department to initiate the reference and research library program.

[7] See Appendix C, for the Commissioner's regulations for reference and research library systems. Seven such systems were chartered by Dec., 1966.

which they take advantage of system services offered—the poorest libraries are often the last to accept the help they need—consideration should be given to the possibility of mandating a minimum level of library service in all communities throughout the State.

4. The present size of the public library systems appears to be satisfactory for most purposes, provided that contracts and other agreements are employed where maximum efficiency can only be attained by a larger operation, as in book processing.

Where system income is inadequate because of the yield of the existing State aid formula, it is suggested that revision of the formula should be the initial approach to the problem.

5. New York's systems program has not solved the problem of the too small community library, and may even have aggravated it. Assuming that building as much as possible on the independent community library is a desirable goal, solutions to the difficulties seem to lie in the direction of moving to larger bases of fiscal support, and assumption by the State of responsibility for support of minimum public library service.

Much more experimentation with the Reading Center approach should also be encouraged and sponsored by the State.

6. Planning is one function which knows no size limitations. Certain problems of library development can, in fact, be effectively planned for only at the appropriate level of government. Systems, particularly, have an advantage and a special leadership responsibility where planning for improved library service is concerned. The evidence indicates that this function is not being pursued by many systems as vigorously as it should be.

Planning at the State level has been active and effective in many respects. In some others, such as the critical area of school-public library coordination, it has been practically nonexistent.

Some problems which relate closely to library systems are most likely to yield to planning at the national level. Where this is true, systems and the State agency should endeavor to participate in and influence national planning.

7. The completely autonomous character of both cooperative systems and central libraries within systems implies a relationship which is dependent on the goodwill of both parties. When conflicts arise, fundamental disruptions of the service program are to be expected.

It is recommended that funds be made available to adequately compensate central libraries for the services which they perform on behalf of the system as a whole, and that central libraries be required to meet prescribed minimum levels of performance in order to continue to qualify for such a designation.

8. The principle of the cooperative library system implies a degree of participation by member libraries in system affairs which is not being realized in many systems, and may actually be discouraged by some system staff and boards. Active and healthy participation in system affairs by all system members should be stimulated and new techniques to bring this about should be developed and used widely.

9. Boards of trustees vary drastically in their effectiveness, or lack of effectiveness.

In the case of municipal libraries where a management type of city administration exists, the possibility of eliminating the traditional board of trustees structure may be considered.

In cooperative or federated systems, possible alternatives to the board of trustees would be the establishment of some kind of executive committee of member library directors, or making the system responsible to the State library agency, or a combination of these. Each has its own advantages and disadvantages.

10. The major use of public libraries in the State is by students of all types. This is a proper and legitimate public library function which promises to increase, rather than to decrease.

The public library system has a primary responsibility to assume leadership and to elicit cooperation of school, college, and public officials in defining and predicting student needs and the relative roles of the various library agencies in meeting them, to the end of a coordinated library program for the area.

The State should take a more active role in finding solutions to this problem and in stimulating and sponsoring experimentation throughout the State. More attention needs to be given to adjusting public library service programs and facilities to meet student needs along with the continuing, and probably expanding, needs of other library users.

The idea of school library membership in public library systems should be thoroughly explored.

11. An aspect of the aforementioned problem of public-school-college library coordination which deserves special consideration occurs in smaller communities which cannot hope to support several types of libraries at a reasonable level of adequacy, and where competition between these separate library agencies results in inadequate library resources due to small size and population sparsity. Experi-

mentation should be undertaken with single library programs which serve the total library needs of such communities.

12. The efforts of the State to develop a reference and research library resources program which will strengthen this in-depth type of service and will make another level of service available to public library system users throughout the State, should, of course, be continued and given every possible support. Great care should be taken, especially during the developmental stages, to see that the reference and research library service program is fully coordinated with existing libraries, including the public library systems, and to avoid the possibility of creating competing programs at another level.

CHAPTER VI

ACCESSIBILITY

At the heart of all library service is the multifaceted problem of accessibility. Consideration will be given here to:

(1) legal accessibility, or the individual's right to use certain library collections and services

(2) physical accessibility, involving questions of distance, time, and convenience in using those collections legally accessible

(3) bibliographic accessibility, or the means available for remote browsing—the tools to help the individual identify which of the materials in the collections to which he has access will meet his particular need

Legal Accessibility

Gains

Under the former concepts of library service, the only persons legally entitled to use a library were those who supported it—either by taxation or by some kind of fee. Those supporting one library were nearly always nonsupporters of others and hence not entitled to use them. Library horizons were restricted to the immediate community, no matter how small or inadequate the resources there.

Under the systems concept, however, all residents of the system area may legally use the facilities of any of the libraries in that system, either personally or through interlibrary loan. This, in itself, is an immense accomplishment in terms of the improvement in the service potential for those with weaker resources.

In all fairness, however, some qualifications must be noted in evaluating the actual gain realized. In the first place, in regard to personal use, it has always been customary to serve *within* the library any nonresident who came there, with no distinction being made between resident and nonresident unless books were borrowed for outside use. Even then, most libraries extended the loan privilege to nonresidents for a very nominal annual fee. Secondly, although interlibrary loan (a form of legal access) has been greatly facilitated by the establishment of systems, all public libraries in the State have traditionally been encouraged to turn to the State Library whenever they were unable to meet a borrower's needs from their own collections.

Even after such reservations have been noted, there is undeniable evidence of a distinct psychological and practical gain in respect to the personal use of other libraries since that use has been legalized by system membership. For example, hesitation in asking a favor has been overcome and practical methods for expediting transfer of returned materials have been developed. Both user studies and interviews, conducted in the course of the systems evaluation, confirm that the stronger libraries do attract substantial and grateful clientele from outside their local tax support areas, while libraries that appeared weak in the course of resource and performance checks reported very little pressure from "outsiders."

While there is no doubt that library patrons in many systems are using libraries other than those they support directly at the local taxing level more frequently than in pre-1958 days, some of the increases in such use are due to factors unrelated to legal accessibility (such as increased mobility of the population) and would have occurred anyway. This is especially true of inlibrary reference use. Moreover, there are no bench-marks against which to register changes since 1957. It is difficult, therefore, to know how much of the public's crossing over from one library's formal service area to another is actually attributable to system organization.

Few systems conduct even spot checks on the crossing of formal library service lines, but the user surveys conducted in 39 libraries in 1965-66 indicated that few libraries supported by single area, village, or city taxation have less than 5 percent of their load originating outside the tax areas—and frequently as much as 20 percent originates outside. In a limited number of cases, the outside load was even higher and posed fiscal problems. When the taxing unit was a county and the main library was centrally located, the crossing of tax-support boundaries was reduced.

Difficulties

As one would expect, the accomplishment of gains made has not been without difficulties. New York State law requires that, within a system, all libraries must extend free direct borrowing privileges to all residents of the system area. (No parallel requirement is made that the localities make a prescribed minimum effort to provide a basic library service for their own residents, although this could minimize the load on the stronger libraries.) The systems were, however, allowed a five-year period of "provisional approval," during which time they might meet the statutory requirement by means of interlibrary loans. A few of the systems, chiefly those with large and expanding suburban areas and a highly mobile student population, feared that to allow direct in-person use of existing libraries would place an unfair burden on communities with reasonably good libraries and would, at the same time, deter the necessary establishment and adequate support of good libraries in the newly developing areas.

It is safe to say that no other requirement of the systems law or regulations has, thus far, been the cause of more concern on the part of developing systems. Sufficient concern was evidenced by several of them to warrant a hearing, called by the Commissioner of Education in early 1964, and provisions were made for an extension of up to three years to meet the requirement where serious problems exist. Difficulties, all relating to problems of suburban development, have been encountered by at least six systems. Three of the six have been able to negotiate free direct borrowing on a systemwide basis (one doing so during an extension period), but the other three have sought or will seek an extension of provisional approval in order to assist in the establishment of new units in areas now without convenient service but with rapid population growth. Other systems have met the requirement with comparative ease and now allow direct borrowing by all adults in the system area. The majority of systems do not extend the privilege to children below eighth grade and have not been required to do so.

The fear of an unfair burden being placed upon the stronger libraries was certainly not unreasonable. That this fear was not substantially realized in many cases was due in part to the fact that many systems used the five-year provisional approval period (during which time they met the access requirement through interlibrary loan) to strengthen collections and give inservice training to staff in the smaller libraries. By the end of the period, many local residents were much more accustomed to finding reasonably satisfactory help in their local outlet and the inundation of stronger units was not as serious as anticipated—or at least not because of free borrowing privileges.

The fear of an unfair burden upon the stronger libraries has, however, been realized in some cases. Over a longer period it could result in local pressure upon such units to limit their development to the point where they will not attract much outside use and this in turn would lead to a lower quality of service and resources available even to the residents in the more populous areas. This potential undermining of the entire concept of improved service through larger units would be minimized if large-area support replaced strictly local support or if State aid to systems were sufficient both to cover adequate reimbursement to the member libraries that give more than they get and to finance other necessary programs.

Interlibrary Loan

In some systems, particularly those with few if any conveniently-located and relatively strong libraries, the extension of legal accessibility appears to have resulted in a greater increase in interlibrary loan use of other libraries than in direct borrowing by outsiders. This has not placed an inordinate strain upon any members in those systems with strong system pool collections and/or adequate compensation to the libraries that carry much of the load. It must be noted, however, that the ability of local staff in referring inquiries and interpreting requests for which they cannot provide material from their own collections has a direct bearing upon patron satisfaction in such areas and that system consultants have had varying degrees of success in developing the necessary skills at the local level.

Intersystem Borrowing

At no time has there been any pressure, or even "gentle urging," from the State for libraries to extend the direct borrowing privilege on an intersystem basis. Nevertheless, four systems, involving 113 libraries in 13 counties, have done so on their own initiative. The fact that one of the strongest urban libraries in the State has taken the leadership in encouraging this step would indicate that cross-system free borrowing privileges do not pose a serious problem for that library at least. The figures indicate that the problem of universal borrowing is most critical where library service boundaries cut through heavily populated areas with sharply differing levels of library service. Generally, system boundaries involve rural areas, and this minimizes the problem.

Summary

Perhaps what is most significant about the legal accessibility which the system structure brings with it is the potential inherent in the simple fact of giving every resident of a system area (now over 98 percent of the population of the State[1]) the right to use, through his own library outlet or directly, all of the resources and facilities which are links in the system chain. Even though in actual practice the outcome may not yet be as impressive as might be expected, as the program develops and stronger resources are tied into the systems and improved techniques are developed for the remote use of library resources, the possibilities for improving and equalizing public library service are almost unlimited.

Physical Accessibility

Having legal direct access to the finest kind of library service is nothing more than a remote ideal (and at times, a tantalizing one) if factors of distance or time make the needed services inaccessible in the physical sense. Many studies have shown that the curve of library use drops off sharply as distance increases. Nor is distance the only problem. A strong library in a downtown area, conveniently accessible to many, may still be totally inaccessible to small children. The problem of parking may also make use of the same library inconvenient, to the point of inaccessibility, for some adults. Hours open for service may be a further handicap to some potential users, and lack of listed telephones in member libraries can cause additional inconvenience.

That difficulties of transportation are a limiting factor in physical accessibility to the library was confirmed by findings of the user survey. Percentages of the population from the normal service area using the library were always higher than from the surrounding area in the county; and it was shown that few individuals from surrounding counties use a library located toward the center of a county.

High school students are among the heaviest library users. Although some have "after dark" driver's licenses and, therefore, the equivalent of adult mobility, most high school students have serious transportation difficulties when their homes are more than a few minutes from the library. The survey showed that high school students seldom travel more than 10 miles, even to a central library. A slightly higher percentage of college students will travel this distance to a central library.

A poor library has little drawing power. The New York State User Survey indicated that collections containing fewer than 25,000 volumes were seldom used heavily by high school students. This general finding is confirmed by the California report[2] which recommends libraries within:

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[1] Based on official U.S. Census figures.

(a) 15-20 minutes driving time in metropolitan areas

(b) 25-30 minutes driving time in other areas—*if* this would bring the patron to a library having a minimum collection of 50,000 volumes (to which not less than 2,500 well selected book titles are added annually) and 200 periodical subscriptions.

The user survey also showed that students *do* flock to those accessible libraries which are substantially better than their school libraries in reference and periodical resources. (Students account for more than 50 percent of the total library load.) As students at greater distances no doubt have the same needs, there must be many essentially unserved students. Those living farther than five miles from a central library or one of the few strong noncentral libraries may be so considered. For children the distance factor is even more serious; a one-mile radius is often assumed to be the limit.

An awareness of these problems has led to the recommendation that consideration be given to providing State aid for the development of an intermediate service (subregional centers), standing between the small local library and the central library. In the meanwhile, however, the use of special transportation plans or of rapid communication facilities may be economical ways to ease the stress deriving from student needs.[3]

At least two other factors relating to accessibility emerged in the course of interviews, although they were not explored in the course of the User Survey. They were that:

(a) transportation problems increase at lower socioeconomic and education levels, and

(b) uneasiness regarding violence in the streets has tended to restrict use of libraries in some deteriorating areas, and the use of many libraries after dark—especially by women and children.

The map (Figure 1) shows the chartered libraries in New York in relationship to five-mile radii. Table 18, page 98, indicates that

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[2] *Public Library Service Equal to the Challenge of California* (California State Library, June 30, 1965).

[3] Adjusted hours for improved secondary schools could help also.

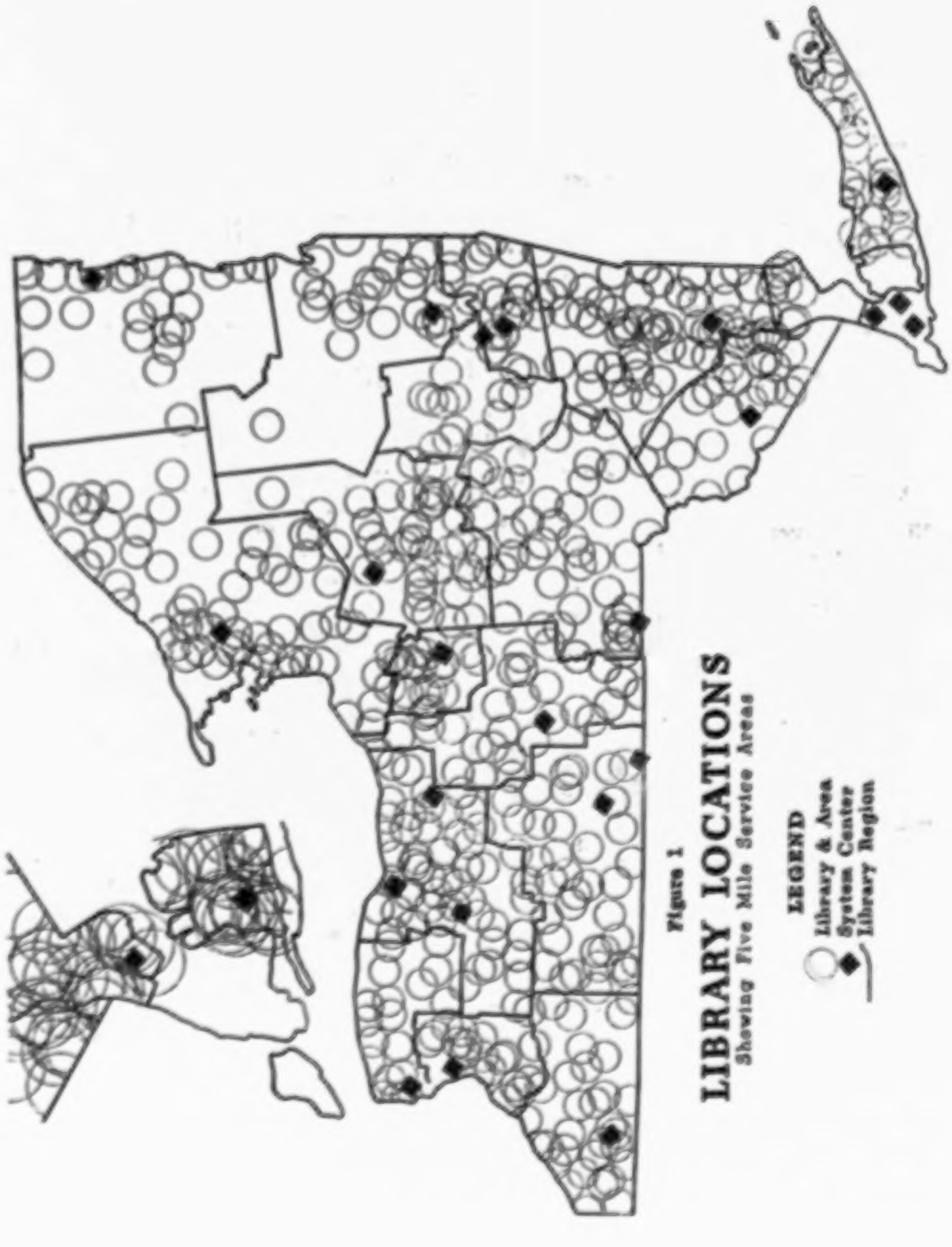
LEGEND
Library & Area
System Center
Library Region

Figure 1

LIBRARY LOCATIONS

Showing Five Mile Service Areas

TABLE 18

PERCENT OF POPULATION NOT WITHIN FIVE MILES OF CHARTERED LIBRARY

NEW YORK STATE[1]

County	Total population 1960	Population not within 5 miles of a library	%
Capital District			
Albany	272,926	1,681	0.6
Schoharie	22,616	5,120	22.6
Saratoga	89,096	8,942	10.0
Schenectady	152,896	3,070	2.0
Warren	44,002	5,828	13.2
Washington	48,476	1,974	4.1
Rensselaer	142,585	7,122	5.0
Rochester Area			
Ontario	68,070	1,175	1.7
Seneca	31,984	1,686	5.3
Wayne	67,989	9,564	14.1
Yates	18,614	2,944	15.8
Genesee	53,994	8,775	16.3
Livingston	44,053	6,104	13.8
Wyoming	34,793	5,159	14.8
Orleans	34,159	4,280	12.5
Monroe	586,387	—	0
Niagara Frontier			
Niagara	242,269	3,500	14.4
Erie	1,064,688	2,304	0.2
Southern Gateway			
Chautauqua	145,377	969	0.7
Cattaraugus	80,187	3,565	4.4
Allegany	43,978	17,576	40.0
Elmira Area			
Steuben	97,691	3,960	4.1
Schuyler	15,044	4,814	32.0
Tompkins	66,164	5,891	8.9
Tioga	37,802	3,688	9.8
Chemung	98,706	8,608	8.7
Binghamton Area			
Broome	212,661	14,481	6.8
Chenango	43,243	18,296	42.3
Otsego	51,942	254	0.5
Delaware	43,540	10,060	23.1
Northern Area			
Jefferson	87,835	6,106	7.0
Lewis	23,249	7,160	30.8
St. Lawrence	111,239	14,177	12.7
Franklin	44,742	36,020	80.5
Clinton	72,722	10,495	14.4
Essex	35,300	2,975	8.4
Mid Hudson			
Greene	31,372	1,879	6.0
Ulster	118,804	4,472	3.8
Sullivan	45,272	3,567	7.9
Orange	183,734	3,958	2.2
Putnam	31,722	—	0
Dutchess	176,008	—	0
Columbia	47,322	779	16.4
N. Y. Metro Area			
Rockland	136,803	—	0
Westchester	808,891	—	0
Nassau	1,300,171	—	0
Suffolk	666,784	—	0
Mohawk Valley			
Oneida	264,401	4,435	1.7
Herkimer	66,370	1,500	2.3
Hamilton	4,267	3,371	79.0
Fulton	51,304	6,638	12.9
Montgomery	57,240	6,789	11.9
N. Y. City Area			
Bronx	1,424,815	—	0
Kings	2,627,319	—	0
New York	1,698,281	—	0
Queens	1,809,578	—	0
Richmond	221,991	—	0
Syracuse Area			
Oswego	86,118	6,170	7.2
Onondaga	423,028	2,162	0.5
Cayuga	73,942	1,491	2.0
Cortland	41,113	4,184	10.2
Madison	54,635	633	1.2
Total N.Y.S.	16,782,304	300,351	1.8

[1] Excludes stations and bookmobile stops.

at least 98.2 percent of the population[4] now lives within five miles of such units. Branches, deposit stations, and bookmobiles further reduce the number living beyond five miles. In Upstate New York alone, the communities served by unregistered stationary outlets and bookmobiles increased 43 percent between 1957 and 1964; the number of hours of public library service available annually rose by 24 percent; the number of libraries with telephones by 58 percent. (See Table 19.)

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[4] Based on official U.S. Census figures.

TABLE 19

ACCESS TO PUBLIC LIBRARY SERVICE IN UPSTATE SYSTEM AREAS

(INCLUDES SYSTEM AND NONSYSTEM LIBRARIES)

	1957	1964	Percent Increase
Total Upstate Population[e]	8,487,531	9,701,884	14%
Population with Free Access to Chartered and/or Registered Outlets[c]	5,639,028[a]	8,870,690[b]	57%
No. of Stationary Outlets	902	938	4%
No. of Communities Reached by Bookmobile (Exclusive of School Service Stops)	114	514	350%
Total Service Points	1,016	1,452	43%
Libraries with Telephones	358	564	58%
No. of Public Library Service Hours Annually			
By Stationary Units[d]	951,951	1,177,422	24%
By Bookmobile (Exclusive of School Service)	1,099	8,738	695%
Total	953,050	1,186,160	24%

[a] Based upon Library Extension Division's *Public and Association Libraries, Statistics, 1957*. Based on 1950 census.

[b] Based upon Library Extension Division's *Public and Association Libraries, Statistics, 1964*. Based on 1960 census.

[c] Includes unregistered outlets and unaffiliated libraries.

[d] Does not include branch hours in System K central library.

[e] 1957 and 1964 census estimates.

Systems in New York State have employed a number of devices to make more books and services conveniently accessible to more people. In addition to the bookmobiles and stations mentioned above, the use of rotating collections, book pools, and interlibrary loan now tend to minimize the factors of time and distance. The use of various communication and duplicating devices has also improved public access to information without removing the basic sources from the collections where they may be needed.

Bookmobiles

As a direct approach to the problem of accessibility, bookmobiles actually bring a limited library to, or at least close to, the user. When this service is carried out according to ALA standards, it appears to do a reasonably adequate job for the general reader, but is not a satisfactory substitute for in-library use by many patrons, such as students. Operated according to standards, bookmobiles have the advantages of professional staff always in attendance and a collection of about 3,000 volumes that is adapted to the communities where the vehicle stops and is constantly being renewed. Requests for material or information not obtainable on the vehicle on one trip are referred to Headquarters and the necessary item or information is mailed to the patron or delivered on the next visit. (Experiments with two-way radio from Headquarters to bookmobile were conducted with Federal aid in two systems in an attempt to find means of speeding up this particular process.)[5]

At this writing, 43 public library service bookmobiles are in operation in New York. Twenty-six of them are operated by 15 systems; 17 by 16 member libraries. In upstate New York, the number of communities reached by bookmobiles (exclusive of school service stops) increased from 114 to 514 (350 percent) between 1957 and 1964 (Table 19). System-operated bookmobiles (the result of seven successful demonstrations conducted with Federal aid in new cooperative systems by the end of 1964) have been largely responsible for this increase. Circulation from some of these vehicles exceeds 100,000 annually, despite the fact that from practical and budgetary necessity, the vast majority of stops take place during weekday working hours.

The cost of operation of a single bookmobile—including staff, replenishment of bookstock, other backstopping support, and general vehicular operation—has not been standardized. Methods of calculation, items included and their definitions, and the circumstances of the operation (e.g., distance, staff shortages, salary scales, availability or lack of strong system Headquarters book pools) vary widely from system to system. These variable factors account for the diversity of costs identified during the evaluation. The range in 1964 was $25,000 to $56,000. When salaries of staff necessary to meet standards and a share of the backstopping collection and services are included, however, a reasonable estimate is between $50,000 and $60,000 for most Upstate systems.

When the system plan was developed, it was felt and expected that, where a bookmobile is operated by a system from State aid receipts, some reimbursement would be made by the localities served, but this is not always done. The State agency by law and regulation requires a minimum level of service and support of established libraries in order for them to remain registered and retain the right to enjoy local taxes and system cash grants. Legitimate questions of equity can be raised when a system uses State money to provide a minimum level of service in some localities at no local cost.

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[5] Nassau Library System, LSCA Project '65-51 and '66-65, Demonstration Bookmobile Project—Final Report.

In 1964, this problem did not appear to be a matter of much concern in the cooperative systems where successful demonstrations had been carried out. Six were continuing the service with State funds exclusively. (One system has since secured tax monies from three counties and from townships in a fourth county for partial support of bookmobile service on a cost-per-unit-of-circulation basis.) In only one system had the vehicle been purchased by the county which was served. This county also contributed to the system approximately half the estimated cost of the service. Of the other five Upstate systems with bookmobiles, four (established prior to 1958) receive county appropriations equal to or exceeding the cost of bookmobile service and provide additional services from these receipts. The fifth receives tax support from three counties, but the total does not equal estimated bookmobile service costs.

While the question of equity of support exists and will be discussed in more detail in the chapter on "Finances," the fact remains that in Upstate New York bookmobiles have been a major factor in equalizing physical opportunities to use minimum public library service in sparsely populated areas and those with low assessed valuations and high tax rates—areas in which there can be little expectation of adequate support at the local taxing level. They have been the only widely applied device for taking some level of service into formerly unserved areas, have created greater public awareness of the benefits to be derived from library service, and have developed much popular good will toward the system concept. (Several member libraries reported a number of new patrons who had had their initial contact with library service at a system's bookmobile.) A further advantage was noted in one system and several municipal libraries where bookmobiles were reported to drain off and relieve some of the popular reading traffic in the main library, allowing staff there more time to deal with the more complicated requests they were receiving. The fact that an equity question exists does not negate these values. Nor does the high cost of an operation that meets ALA bookmobile service standards alter the fact that bookmobiles have done more to equalize opportunity for service in formerly unserved areas than any other program activated by the systems.

Deposit Stations and Reading Centers

Deposit stations or reading centers provide additional book distribution points in some system areas. Usually they have been developed where there is local interest, but where the population base is too small to make establishment of a public library meeting current standards economically feasible. In some instances, they have been established because demand at a bookmobile increased to such an extent that it could not be handled during the time equitably allotted to that community.

Quarters and personnel for such outlets are usually provided by the locality, with the system providing some or all of the bookstock. The attention given to them by the staff of the system in which they operate varies widely. Where it is minimal, involving little more than occassionally exchanging a small deposit of books, the stations do not appear to be lively or successful distribution points. On the other hand, where the system devotes considerable effort to training the local personnel (providing staff manuals, conducting classes for volunteers, and including station staff in system meetings, etc.); provides a reasonable basic collection (including some reference books); frequently replenishes the stock of popular reading; and encourages interlibrary loan activity, these outlets can be very successful substitutes for chartered libraries. (One station, handled in this way and kept open by local volunteer effort on a good regular schedule, has a statistical record of use better than most of the chartered libraries in communities of comparable size.)

The question of equity has also been raised in connection with such stations and centers. It has been solved in at least three systems by a contract between the governing authority of the locality served and the System Board, whereby the municipality reimburses the system for services and guarantees provision of quarters, personnel, and open hours.

One chartered village library has been converted into a system service outlet. It was too small to provide, even with system help, the level of management and range and quality of service reasonably to be expected of a chartered library. In 1965, it voluntarily surrendered its charter and became a service outlet of the system and now operates as a reading center under a contract between the system and the town in which the village is located. Other systems with unreasonably small units may be influenced by this example.

Systems have also helped improve physical access through advisory services. Consultants have worked with interested groups and committees in unserved areas to plan and implement new libraries with sound tax support. They have frequently been closely associated with the development of building programs which have led to improvement of the physical facilities to which the public has access. Their advice and encouragement (coupled with system incentive grants) have been major influences to increase hours of service and install telephones in local libraries.

The use of rotating collections and book pools has been discussed at some length in the chapter on "Resources." Obviously, they are one of the more effective techniques, made possible by systems, for making a considerably increased number of books physically accessible to people in smaller communities, especially, without increasing the size of the small library's basic collection.

Another device which is unique to systems is the privilege, granted in 19 systems, of returning books to any library outlet in the system, regardless of where they were borrowed. Since the return of books is just as much a part of their use as the act of borrowing them, this convenience, as simple as it may seem, is an important aspect of physical accessibility. Where the privilege is well publicized, it is heavily used. Its popularity was demonstrated in one system where, in 1962, it was estimated that well over 400,000 items were borrowed from one outlet and returned to another. Interviews in this system indicated that the volume has increased since then and now approaches, if not exceeds, half a million annually.

Interlibrary Loan

As useful and effective as these devices are for bringing people and library materials and services together, the instrument which seems in the long run to have the greatest potential for solving the problem of tapping remote library resources for specific informational needs, is the interlibrary loan.

As has been pointed out elsewhere in this report, the interlibrary loan is by no means an innovation developed by the library system. Nevertheless, the establishment of systems has lifted it from the realm of courtesy and the informal to the status of a legal right for the user and a systematic and major responsibility of all of the library units which make up a library system. Unfortunately, this is a state of affairs not fully understood by most library users, by many community library staffs, or by some staff of the library systems. In spite of the long period of education which seems to be necessary to exploit the interloan potential, the 200 percent increase in Upstate interlibrary loans shown in Table 20, represents an important and major accomplishment of the systems to date.

TABLE 20

MATERIALS BORROWED ON INTERLIBRARY LOAN
1957—64

SYSTEM LIBRARIES

System	Materials Borrowed on Interlibrary Loan Other Than Bulk or Deposit Loans		% Increase
	1957	1964	
Upstate — Total	76,271	229,432	201%
G	2,058	20,808	911
D	249	2,362	849
O	757	6,659	780
R	1,307	10,389	695
I	999	6,447	545
F	2,553	16,000	527
H	2,648	14,985	466
B	1,074	4,585	327
Q	2,176	9,238	325
M	1,329	5,379	305
S	771	2,913	278
A	10,354	31,777	207
P	1,614	4,419	174
J	7,959	20,880	162
L	1,241	2,719	119
E	11,991	25,338	111
K	23,312	29,483	26
N	3,879	4,657	20
C	a	10,394	a

[a] Comparable statistic not available.

There is a good deal of variation in the interlibrary loan procedure from system to system in New York State, but a typical request may originate in the form of a specific title or periodical reference, or as a request for information which is translated by a staff member into a specific author and title request before passing on to the next level. (It appears that at the community library level, the subject type of request predominates, but systems report receiving more author-title requests.) The request may be made at any library or library outlet in the system. Theoretically, if it cannot be filled at the point where it is made, it is referred by mail, telephone or by the system's delivery service to either the central library or the system headquarters—more commonly the latter. If it cannot be filled by the central library or headquarters, it is usually referred by teletype directly to the State Library, although in a few systems other libraries in the region (such as college or university) may be tried first. If the State Library cannot fill it, the system is so notified and any further efforts to locate it are left to the system. Where a photocopy will serve the need, the State Library usually sends this, at no charge, to the system.

The subject of interlibrary loans was considered of sufficient importance to the library systems to justify major, but separate studies. A position paper on interlibrary loan service in New York State was prepared by Francis R. St. John Library Consultants, Inc. Other studies, planned and under way including a status study of the State Library operations will add appreciably to available information on costs, etc.

From presently available information, a number of problems stand out rather clearly.

Policies

There is no uniform interlibrary loan policy from system to system. In some systems the policies that do exist are so restrictive as to seriously limit the usefulness of the service. For example, while 6 of the 19 Upstate systems indicate they have no restrictions on the type of interlibrary loan materials they will try to provide or the type of patron they will try to help, many other systems will not request interloan for children and students generally. Some will not request certain types of materials, such as periodicals. The wide variation in policies found in the systems in 1964 is reviewed briefly in Appendix D.

Costs

Although some effort was made to get cost data, this is a major undertaking in itself and was necessarily deferred for another study. Nevertheless, the indications are that the cost of filling an interlibrary loan request is very high.

Francis R. St. John says on this point: "It has been impossible with the materials at hand to determine any accurate cost of interlibrary loan transaction. The figures we have range from as low as $1.01 to a high of close to $7.50 in very special research libraries. None of the figures within this wide range are based on the same factors and none of them include the total cycle cost of an interlibrary loan transaction. Again, we can only call on an 'educated guess' and estimate that if all the steps involved in one single interlibrary loan request were measured, . . . the cost would be between $7.50 and $10.00 per item, depending on whether the transaction has to follow a course all the way to the State Library and beyond, and whether it is classified as 'filled' or 'unfilled.' "

At this point none of the systems make a charge for interlibrary loan service, although some reimburse their central libraries and at least two reimburse all members. Few, if any systems make any attempt to classify requests by types of material, the time involved in filling the request, or in any other manner.

Speed

The length of time which elapses between the time that a request is made by the patron and the material reaches his library is often a critical factor is the usefulness of the interlibrary loan service. What seem to be unreasonably long delays cause much user disappointment and member library embarrassment.

The best possible service occurs when the material requested is on the shelves in the system headquarters or a member library, yet, even then, the waiting period involved in this kind of situation runs from three to seven days, depending on mails, delivery service and other factors. Some systems with only weekly or biweekly delivery service do not even attempt to use mail service. On the other hand, one single county system reported three-day delivery on 85 percent of the nonfiction requests which it was able to fill at all. (The number of nonfiction requests which this system was able to fill in three days was greater than the total of all kinds of requests *received* by any other system except one.) Another single county system estimated that delivery is made the next day on 50 percent of the requests it receives, and within three days on another 20 percent. These cases, however, are exceptions.

Of the requests which systems forward to the State Library (some 24 percent of the total received by 13 systems for which comparable statistics were available—see Table 21) the data indicate a lag of a minimum of 2 days from date requested to date mailed, with an average in the range of from 3 to 5 days. In only slightly over half of the requests (54.4 percent) had the materials reached their destination within another five days from mailing date. Not infrequently, there was a period of 10 to 14 days between time of mailing and time of delivery of a package in certain places in the State. Also, the time involved in getting the request to the State Library and to the patron after it gets back to the requesting library must, of course, be added to the above.

The teletype connection between the upstate systems and the State Library expedites the process of getting the request to Albany and getting a report back to the system. Nevertheless, the entire interlibrary loan procedure is cumbersome and much too time consuming to meet the needs of many borrowers. The time lag problem is essentially a management one and should be approached on that basis.

TABLE 21

RELATIONSHIP OF TOTAL REQUESTS RECEIVED BY SYSTEMS TO PERCENTAGE FORWARDED TO STATE LIBRARY AND STATE LIBRARY'S RATE OF SUCCESS FOR 1964

(Where comparable statistics were available)

System	Total Requests Received	Total Forwarded To State[1]	% Forwarded	Total Filled By State Library	State Library's Rate of Success
A......	41,401	7,596	18%	4,708	62%
E......	30,370	1,917	6	1,082	56
J......	24,565	858	3	417	49
F......	16,930	6,794	40	3,935	58
H......	16,482	10,101	61	6,512	64
R......	10,999	3,461	31	2,003	58
G......	9,972	3,039	30	1,756	58
O......	7,660	2,239	29	1,442	64
P......	5,724	2,562	45	1,695	66
N......	5,620	2,137	38	1,284	60
M......	5,160	2,115	41	1,026	51
L......	4,600	1,132	25	661	58
D......	2,596	333	13	197	59
Totals[2]...	182,070	44,284	24	26,718	60

[1] From monthly TWX (Teletype Writer Exchange) Request summaries.
[2] For 13 systems.

Staff Failures

Serious staff failures in connection with interlibrary loans are occurring at several levels. There is a failure in many systems to make a real effort to acquaint users with the possibilities of the interlibrary loan device. This is not only a matter of failing to publicize services in a general way on a local and regional basis. It also involves a failure to educate both system and local staffs in the implications of a truly effective interloan service; to train them to recognize when a particular patron's needs go beyond the resources of the library or system he is using; and to encourage, at all levels, recourse to other sources.

No systematic attempt has been made in this study to measure the degree of "satisfaction" a patron receives from material he secures through interlibrary loan, but evidence indicates that there must be a fairly high rate of user disappointment in connection with requests which the systems count statistically as "filled." In administering performance questions at the local, central library, and system headquarters level, the survey teams observed some causes of such failures to meet the patron's needs. In general, they were traceable to inadequate training or lack of experience on the part of some staff members; overwork, indifference, or over-confidence in their own abilities and collections caused failure on the part of others.

Local library level. At the local library level, staff with insufficient training and inadequate tools are receiving subject requests and often translating them into author-title requests for inappropriate material. Many community librarians are not skilled in interviewing to clarify the patron's need, but few if any systems have encouraged community librarians to put the patron in direct telephone contact with the central library or system staff who will fill the request.

When a community librarian does clarify and understand a subject request and tries to transmit it as such, most request forms do not provide for enough information and detail to communicate actual need to the backstopping units.

In some medium size local and central libraries there is a tendency to "make do" with the local staff and collection, a sense of being "too big to ask for help." This discourages calling upon resources beyond the local outlet. In a number of instances, questions that could have been handled well and quickly by system staff were not referred at all, but were handled much less satisfactorily with considerable expenditures of local time and effort.

System headquarters level. At the system headquarters level, 7 performance questions were used by the survey teams with interlibrary loan staff, and data were tabulated for 14 systems. In the 14, only 3 staffs produced well on all questions. Four staffs would have sent out inaccurate or out-of-date material on 1; 5 staffs missed on 2 questions; 2 missed on 4 questions. Some reasons were apparent.

1. They were handled by clerical or low echelon professional staff who did not know when they were in trouble, had little or no contact with the public, had not been involved in the

development of the collection with which they were working, and did not refer frequently enough to other headquarters or central library staff. In several cases, the central library staff performed well on questions missed by headquarters staff.

2. Because periodicals and current reference materials frequently do not circulate and copying equipment too often is inadequate or considered an inconvenient last resort, interlibrary loan staff tended to rely upon older circulating material, even in technical areas where currency is of utmost importance.
3. At most system and central library levels, the staff dealing with the interlibrary loan requests had little knowledge of the content of government documents available and no inclination to search for information in this material—which was usually stored in an inconvenient place.

In connection with these observations, attention is invited to excerpts from a study on systemwide reference services by Moshier, Wickersham, and Shepherd, included as Appendix E.

Locator Tools

Locator tools are inadequate in many systems. The three systems that fill the highest percentage of requests have either a union catalog that is expanded considerably beyond the author-entry requirement or use the central library catalog as their first searching point.

The State Library

The order of search varies considerably among systems. Some turn to TWX and the State Library after little, or even no search beyond the system pool. Statistics are kept in a variety of ways, but it is possible to identify four systems that forward to the State 40 to 60 percent of the requests they receive. None of these is particularly strong in resources, but weaker ones forward a smaller percentage and the strongest of the four forwards the highest percentage. (Table 22. Table 23 records, insofar as possible, the proportion of requests filled from a variety of sources by each Upstate system.)

Table 24 presents the State Library's contribution to interlibrary loan in systems where comparable statistics were available for 1964.

It is noteworthy that in these 17 systems, 15.4 percent of the materials borrowed through interlibrary loan came from the State Library. In 14 of these systems (excluding county library systems E and K, established prior to 1958, and system J with a strong union catalog and area referral program that is some 20 years old), the State Library supplied 24.2 percent of the materials borrowed through interlibrary loan.

Of the total requests forwarded to the State Library, it appears to be filling currently about 60 percent.

TABLE 22

RELATIONSHIP OF STATE LIBRARY'S RATE OF SUCCESS TO PERCENT OF SYSTEM'S TOTAL REQUESTS THAT ARE FORWARDED TO THE STATE LIBRARY FOR 1964

(Where comparable statistics were available)

System	State Library's Rate of Success	Percent of System's Total Requests Forwarded to State Library
J	49%	3%
M	51	41
E	56	6
L	58	25
G	58	30
R	58	31
F	58	40
D	59	13
N	60	38
A	62	18
O	64	29
H	64	61
P	66	45

TABLE 23—1964 INTERLIBRARY LOAN DATA BY SYSTEM

System	Total requests received[3]	Total filled from some source	Overall failure rate %	Filled by pool		Filled by central library		Filled by state library[4]		State library success rate	Estimate % of system headquarters expenditures	Estimated cost to fill request (system headquarters funds only)
				Number	%*	Number	%*	Number	%*			
A[8]	41,401	32,708	20			28,000[8]	68	4,708	11	62%	20	$3.36[9]
B	[1]	4,585[2]	[1]	[1]	[1]	[1]	[1]	721	16[2]	60	6	2.61[2][9]
C	15,029	[1]	[1]	[1]	[1]	[1]	[1]	980	65[1]	65[1]	10	[1]
D	2,596	2,000[2]	10	605	23	1,552	60	197	8	59	2	1.76
E	30,370	28,751	5	.....	..	25,560	89	1,082	4	56	6	1.01
F	16,930	14,730	13	6,054	36	3,067	18	3,935	23	58	10	1.65[9]
G	9,972	8,963	10	3,709	37	2,907	29	1,756	18	58	6	1.09[9]
H	16,482	13,596	18	.....	..	7,444[6]	45	6,512	40	64	8	1.69[9]
I	4,169	3,541	15	1,133	27	1,275	31	956[5]	23	[1]	6	2.69[9]
J	24,565	20,880[2]	15	.....	..	12,280	50	417	2	49	12	2.47[10]
K	[1]	29,483[2]	[1]	[1]	[1]	[1]	[1]	11	..	29	[1]	[1]
L	4,600	2,719[2]	31	.....	..	1,630	35	661	14	58	[1]	2.19[2][9]
M-1	1,287	1,210	6	.....	..	788	61	219	17	[1]	6	3.83[9]
M-2	5,160	4,387	15**	[1]	[1]	[1]	[1]	1,026	20	51	11	4.38[9]
N	5,620	4,460	20	2,480	44	652	12	1,284	23	60	6	2.16
O	7,660	6,660[2]	15	[1]	[1]	4,000+[7]	52+[7]	1,442	19	64	13	4.50[3]
P	5,724	4,635	19	1,164	20	1,698	30	1,695	30	66	2	1.31
Q	[1]	9,238[2]	[1]	[1]	[1]	[1]	[1]	2,850	31[2]	60	[1]	[1]
R	10,990	10,600	4	5,226	48	3,006	27	2,003	18	58	7	1.23[9]
S	[1]	2,913[2]	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]

*% of total requests received.

** 2–3 times higher in 1965.

[1] Comparable figures not available.

[2] Based on member library annual reports of number of volumes borrowed on ILL.

[3] Estimates based on Statistics available at System Headquarters.

[4] From Monthly TWX Reports.

[5] System supplied data.

[6] From Headquarters and all members.

[7] Based on 1963 figures.

[8] Adult nonfiction only. "Central Library" filled includes System HQ.

[9] Includes maintenance of Union Catalog.

[10] Includes maintenance of Union Catalog and reimbursement to members.

TABLE 24

THE STATE LIBRARY'S CONTRIBUTION TO INTERLIBRARY LOANS SUPPLIED IN 1964 17 UPSTATE SYSTEMS WHERE COMPARABLE STATISTICS WERE AVAILABLE

System	Total requests filled from some source	Items supplied by State library[1]	% supplied by State
A	32,708	4,708	14
B	4,585	721	16
D	2,000	197	10
E	28,751	1,082	4
F	14,730	3,935	27
G	8,963	1,756	20
H	13,596	6,512	48
I	3,541	956[2]	27
J	20,880	417	2
K	29,483	11	..
L	2,719	661	24
M	4,387	1,026	23
N	4,460	1,284	29
O	6,660	1,442	22
P	4,635	1,695	37
Q	9,238	2,850	31
R	10,600	2,003	19
Totals	201,936	31,256	15.4
Totals excluding E, J, K	122,822	29,746	24.2

[1] From monthly TWX Reports.
[2] Data provided by System Headquarters.

Followup

In many systems, there is little or no followup after a negative reply from the State Library. The three systems filling the highest percentage of requests (94 to 96 percent) make a substantial effort by standard interlibrary loan forms after receiving such a reply and are conducting followup work at considerable expense in time and effort. Two of the three do not have particularly strong central libraries.

Cooperation with Other Types of Libraries

System cooperation with college and special libraries in meeting interlibrary loan requests is very spotty. It is virtually nonexistent in at least 3 areas, modest in 9, and reported to be "good" in 7. The emphasis in most, if not all cases, appears to be in providing periodical materials or copies from them. There are a few cases where such material is always searched in regional colleges *before* a request is sent to the State, and others where this is done only occasionally. For book material, however, it is consistently done by no more than two or three Upstate systems.

Except for a few systems, there is little evidence that "good" cooperation is more than a one way street from college libraries in aid of the public library systems. *Formal* arrangements, whereby system resources and TWX are used to coordinate interlibrary loan for the colleges, as well as public libraries, are rare. The potential of such arrangements in meeting area needs as a whole deserves consideration.

Every system reported that interlibrary loan was dominated by high school or college assignment associated requests. The State Library also reports increasing demand by mail from schools, particularly those Upstate. It would seem reasonable to expect that if public library systems were given sufficient funds, these systems might serve as the most efficient channel for all public and school library interlibrary loan requests to the State Library.

Duplicate Copies

In addition to the basic problem of inadequate book resources, there is the more specialized one of duplicate copies. Several system directors favor fairly heavy purchase of duplicate copies of titles they expect to be in substantial demand during early post publication periods or for which they have frequent heavy seasonal demand. They realize that an interlibrary loan request that is filled by reserving a copy already in use, which reaches the patron much later, is not likely to result in an interlibrary loan request that is actually satisfied. Regretfully, for lack of sufficient funds to support both already established system programs and purchase of duplicate copies of material in potentially heavy demand, they give the latter little or no priority in their budgets.

Branch Libraries

Branch librarians in at least three major Upstate cities rarely think of interlibrary loan as a solution and their parent libraries seem to refer beyond the main library collection very rarely. The evaluation team suspects this is typical in the State as a whole. If so, a very substantial segment of the State's population is not benefiting from one of the most popular system services.

Reimbursement

There is no consistent pattern for reimbursement to member libraries when they lend more than they borrow through interlibrary loan. A few systems have clear policies or contracts to do so, at least at the central library level, and a few others feel the amount they pay the central library under a general contract each year covers any reimbursement needed. Several, however, feel other system benefits (e.g., centralized processing and Central Book Aid) more than compensate for any load their central libraries carry and offer no reimbursement at all. Most of the central libraries in the last category do not agree with this point of view and others, with blanket contract payments, feel the amounts they receive are insufficient compensation. This has become a serious issue between some system and central library administrations.

The need for this type of compensation was not anticipated in the early stages of development in many systems. Now, some system directors tend to agree that members that supply the large measure of interlibrary loan are not adequately compensated, but they cannot find money to compensate them adequately without curtailing established system services.

Bibliographic Accessibility

If there is a single aspect of the public library job which is unique to librarianship as a profession, it is not the management, public administration, public relations, or similar functions which loom so large in library system operation, but the getting together of the reader, or library user, and the precise library materials which will meet his needs. This is the problem of bibliographic accessibility—how to know what is available, and where. Unfortunately, it seems to have had "short shrift" in the scramble to do all of the things that need to be done.

As a matter of fact, to fully exploit the system concept—to make full use of all of the resources to which the user is given legal access—requires considerably more in the way of bibliographic assistance than does the traditional approach, where the user actually browses through a collection. The card catalog, which is a bibliographic key only to the particular library a patron happens to be using, will not lead him to the resources of other libraries; and, unfortunately, the bibliographic tools which will help are very meager. The best are found in the area of periodicals and serials, where indexing and abstracting services cover the field reasonably well and keep reasonably current. Even here, however, judging by the surprisingly small proportion of periodical requests which reach the State Library, not nearly enough libraries have these basic tools or understand their use and importance.

In the area of books, pamphlets, government documents, etc., there is practically no tool which lists current materials and gives the user any idea, beyond what he can surmise from the title, what their contents cover. A bibliographic device, or devices, which will make possible "remote browsing" even at a very superficial level, coupled with locater devices which would help the staff to locate an item quickly, would increase the usefulness of interlibrary loans immensely, and at the same time would cut down on the number of interloans which turn out to be not what the user really needed.

New York systems are required by law and regulation to keep at least an author-entry union catalog of adult nonfiction titles added to the headquarters and member library collections. The inclusiveness of these records in the new cooperative systems ranges from minimal to quite thorough and exceeding the requirements. Some such systems and their members have done little more than meet the requirements by relying on centralized processing to provide a unit entry for titles added—even though a substantial proportion of new titles have been acquired and processed by members independently and have not been reported for union catalog inclusion. A few systems have gone to considerable effort to expand the tool to include one or more of the following: the total nonfiction holdings of the central library, subject and/or title entries for all material processed by the system, independent acquisitions of members, and recent acquisitions of college and special libraries.

It is no coincidence that among 15 systems for which comparable statistics were available in 1964, regardless of the volume of requests handled, 3 of the 6 with the highest success rates in fulfilling the interloan function have expanded their union catalogs substantially beyond the legal requirements and that the interloan staff in the other 3 refer first to the public catalog of the central library. It is also noteworthy that traditional unit-entry union catalogs of *long* standing have *not* resulted in particularly high interloans success rates. Three single county systems inherited such tools and have continued to maintain them. These 3, with a relatively high volume of requests, had in 1964 the 7th, 11th, and 14th lowest success rates among 15 systems. (See Table 25.)

TABLE 25

INTERLIBRARY LOAN SUCCESS RATES RELATED TO VOLUME OF REQUESTS HANDLED, NATURE OF LOCATOR TOOLS, AND SOME SPECIAL FACTORS

(9 out of 15 systems for which comparable statistics were available)

Success Rate (highest to lowest)	System	Total Requests Received	Rank in Volume of Requests Received (1 highest to 15 lowest)	Notes
(1) 96%	R	10,990	6	a, e, f, g
(2) 95	E	30,370	2	d, g
(3) 94	M-1	1,287	15	d, e, g
(4) 90	G	9,972	7	b, e
(5) 90	D	2,596	14	d
(6) 87	F	16,930	4	c, e, f
(7) 85	J	24,565	3	h
(11) 82	H	16,482	5	h
(14) 80	A	41,401	1	h

a. Union catalog at Headquarters includes author and subject entries for all material centrally or independently processed plus author entries for complete adult onfiction holdings of cocentral libraries.

b. Union catalog at Headquarters includes author, title, and subject entries for all material centrally processed.

c. Union catalog at Headquarters is very incomplete author record of material added by members since system establishment but has been reinforced by Xeroxing and incorporating complete adult nonfiction shelf lists of seven strongest members and recent acquisitions of two community colleges.

d. Interloan staff refers first to public catalog of central library.

e. System also maintains union list of serials or similar periodical record for members and some nonpublic libraries.

f. Liberal photocopying provided.

g. If requested by patron, interloan staff makes substantial followup effort after negative replies from State.

h. System inherited from county association a longstanding, traditional, unit-entry union catalog of library holdings in the area and has maintained it.

There is a great need for bibliographic tools which help staff members and library users themselves to translate library needs into specific materials. Hopefully, computer techniques and a statewide or national approach may bring better solutions to the problem of providing them.

Summary

1. A primary feature in the system concept of library service is increased accessibility—legal, physical, and bibliographic. In New York, system organization has proved to hold almost unlimited possibilities for improving public library service and equalizing opportunities to use it.

2. Systems have already given adult users legal access to all public libraries within a system, a tremendous accomplishment in itself. From 5 percent to 20 percent and higher of direct use of most public libraries appears to be by nonresidents, with the greatest amounts of such use occurring in the best libraries. Since there is no requirement that localities make a minimum library effort, there has been fear of, and in a few cases there exist, serious inequities resulting from nonresident use of stronger libraries without adequate compensation for such use. Public library support based on larger areas would help to minimize this problem.

3. Legal accessibility to libraries in neighboring systems exists in only a few systems. The extension of such intersystem borrowing privileges may, however, present problems unless arrangements for compensating stronger libraries can be worked out in those areas where system boundaries run through heavily populated areas with sharply differing levels of local library support.

4. Although systems are employing a number of effective devices to minimize the distance factor (e.g., book pools, rotating collections, interlibrary loans, bookmobiles, modern communication and duplicating equipment, and the privilege of returning books anywhere in the system), physical inaccessibility is still a seriously limiting factor for most library users—especially for high school students and children. Possible solutions which should be given consideration, in addition to the above, include the use of special transportation services and the development of relatively strong library units which would stand intermediate between the present central libraries and the local libraries.

5. Bookmobiles have been widely and successfully employed by systems to bring service closer to people in sparsely settled areas, but an equity problem exists where no local contribution is made toward their support. Cost relative to reading centers requires analysis.

6. "Reading centers," or "stations," are operated by some systems, in some cases by contract between the locality and the system. In

theory, this appears to be one of the best solutions yet devised for meeting the problem of service to the community which is too small to maintain an effective chartered library. There have been a few successful examples and it is recommended that much more experimentation with this type of library outlet be carried on.

7. The device for extending physical accessibility which seems thus far to have been most successful, and to have the greatest potential, is the interlibrary loan. The increase in use of interlibrary loans by libraries in the Upstate systems amounted to 200 percent from 1957 to 1964.

The major findings and recommendations in respect to interlibrary loans are as follows.

a. There is wide variation in interlibrary loan policies from system to system. It is suggested that efforts be made to standardize policies throughout the State.

b. Interlibrary loan costs must be analyzed. Such matters as a charge for certain loans need examination.

c. The interval between the request and the receipt of an interlibrary loan is excessively long in most cases.

d. Inadequate collections at all levels clearly limit user satisfaction, but of equal or greater importance are staff failures to properly identify user needs and translate them into requests for specific materials. Lack of locator tools and bibliographic aids are very significant contributing factors in user disappointment.

   These problems seem to be most amenable to solution at the system, State, and even national levels—inservice training and the development of more effective tools being the two most obvious steps.

   The role of the State Library in backstopping the systems should be clearly defined and understood throughout the State.

e. Cooperation with college and special libraries in meeting interlibrary loan requests is very spotty. Improvement of this situation lies in the proposed Reference and Research Library program.

   Interlibrary loan requests in every system and at the State Library are predominantly school and college associated. The possibility of channeling all such requests through the public library systems, and even of school library membership in the systems, should be given high priority.

f. Central libraries are an important link in the interlibrary loan chain, but there is increasing feeling that they are not adequately compensated for this additional burden by either Central Library Book Aid or other system programs. Since system funds are fully committed in most systems, the need for additional State aid should be explored here. (See Appendix B for 1966 revision of library law.)

8. The effective use of libraries which are physically remote from the user also depends on how well he is able to identify the precise materials which will meet his particular library need. There is a serious lack of these kinds of bibliographic tools—especially in the area of books, government documents, and pamphlet materials. Even the few which do exist are not available in the local libraries to the extent that they should be, and staffs are not adequately trained in their use.

CHAPTER VII

USERS AND USES OF PUBLIC LIBRARIES

One of the administrative needs of the public libraries is more objective information on what people use the library and how they use it. Occasionally libraries have run user surveys and some general information has been obtained. These surveys were usually conducted for only short periods and dealt with single libraries. They were not designed to check the intensity of use by population groups in the community. In this study, 39 libraries were tested for a week-long period in 1965. All users were grouped by residence and all users over 25 years of age were also grouped by educational attainment. Computations for each classification were made to yield the proportion of the U. S. Census population visiting each library in the week. The results provided a means of objective measurement. Only a few of the highlights are incorporated in this report, but these show the potential administrative value of user surveys as measures of library effectiveness. Maximum value from such surveys will be obtained when they are taken in a large number of libraries, using a uniform procedure so that standards of expectation can be established.

It is recommended that user surveys be conducted at least once in 5 years in each library and that the Library Development Division compile comparative records and establish standards by types of libraries. These procedures would make a substantial contribution to solving one of the weakest points in library administration—the measurement of library use.

Intensity of Use

One of the most challenging findings in the user surveys dealt with the percentage of the population over 25 years of age, visiting the library in a week, as classified by educational level. The best libraries, in terms of attracting highly educated users, drew 15 to 30 percent (in a few cases more) of the college graduates in a week. Some of the libraries with lower effectiveness drew 10 percent or less.[1] Those who had not finished high school were infrequent users; most libraries showed less than 1 percent of such patrons using the library in a week. (See Tables 26 and 27.)

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[1] Some of the very low use ratios involve communities with central libraries and also branch libraries. Where the survey covered the central library and the branches, a good estimate of intensity of use was obtained, but where branch use was not surveyed, the resulting intensity figures lack comparability from city to city.

The variation in intensity of use from library to library, shown in Tables 26 and 27, is of considerable interest. The libraries with a high proportion of college graduates visiting in a week are not the largest, nor necessarily the strongest libraries—nor are they the smallest. They are libraries with substantial book stocks—at least 25,000 volumes, and often above 50,000. They are accessible to their public, both in terms of distance and public and private transportation.

Some of the libraries with intense use among college graduates do not have high per capita support. For instance Library L' in Table 26 (central libraries) shows 19 percent of the college graduates in that area visiting the library in a week, yet per capita expenditures were only $2.29. Library M' (main and branch) shows 18 percent of men college graduates and 31 percent of women college graduates visiting the library, yet a per capita expenditure of only $2.27. In Table 27 (noncentral libraries), Library E''_1 has a percentage of 17.43 for men and women college graduates and a per capita expenditure of only $1.96. Of course, most of the high-expenditure libraries have high use. On the basis of these data, it would seem that high expenditure is not necessarily a requirement for, nor a guarantee of, high use. Apparently there are critical, but not generally recognized, differences which should be identified and studied.

The low intensity of use among those persons over 25 years of age with less than a high school education suggests the possibility that the libraries are not well designed for attracting persons with a limited education. This may not be as serious as it appears, however. While the proportion of this group using the library is low, the number in the group is large and hence the total number of users out of the group is substantial. In some libraries such users constitute as much as 10 percent of total users. The amount of such use may be more important than the intensity of use among the total population. There still is a haunting danger, however, that the libraries are so oriented to middle-class needs as to preclude the desired stimulation of reading among the less educated. On the other hand, perhaps the group generally left school before high school graduation because they did not read well or never became interested in books.

Distance from the Library

Prior studies have indicated that the intensity of use drops off rapidly as distance increases. Tables 26 and 27 show the intensity

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TABLE 26

USE OF LIBRARY BY VARIOUS TYPES OF PERSONS RESIDING IN THE IMMEDIATE POLITICAL SUBDIVISION IN WHICH THE LIBRARY IS LOCATED

(Percentage of Persons of Specified Education and Age Using the Library in 1 Week)

Central Libraries	Over 25 Years of Age										Under 25[c]		Per capita expenditures (excluding capital)
	Grade 8 or below		9–11 years		12 years (high school)		1–3 years college		4+ years college				
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
C'_1	.19	.24	.55	.82	2.80	4.46	5.45	8.43	8.23	10.10	6.89	8.76	$2.09
H' (Main)[a]	.36	.05	.54	.63	3.12	4.47	6.08	20.27	9.38	17.47	6.21	7.11	.....
(Branch)[a]	.30	.05	.20	.40	1.18	1.32	.65	2.71	1.01	3.06	.46	.62	.....
Combined Main & Branch[a]	.66	.10	.74	1.03	4.30	5.79	6.73	22.98	10.39	20.53	6.67	7.73	6.06
C'_2	.44	.42	1.08	.90	4.35	5.85	11.66	12.54	10.28	14.98	5.28	6.43	1.83
A'_1	.50	.26	.46	.64	2.44	3.26	4.72	10.79	10.74	13.64	8.77	9.54	4.60
Q' (Main)	.36	.18	.64	.39	2.76	2.00	9.91	7.74	12.44	14.40	6.97	4.49	.....
(Branch)	....	.03	.46	.25	.41	1.03	1.07	2.00	1.20	2.75	.65	1.33	.....
Combined Main & Branch	.36	.21	1.10	.64	3.17	3.03	10.98	9.74	13.64	17.15	7.62	5.82	4.16
L'	.52	.29	1.60	1.42	4.62	5.58	11.23	10.32	19.68	18.93	10.08	11.44	2.29
R'	.28	.16	1.00	1.29	3.93	5.58	7.83	16.01	11.72	18.50	4.59	5.15	2.94
A'_2 [a]	.48	.20	.92	1.43	3.51	7.71	7.86	20.38	8.58	23.29	9.68	9.10	5.41
M' (Main)	.72	.37	.99	.88	3.67	3.58	8.22	11.04	14.57	20.08	4.15	5.92	.....
(Branch)	....	.....	....	.20	.36	.85	1.54	4.59	2.99	11.05	1.09	1.34	.....
Combined Main & Branch	.72	.37	.99	1.08	4.03	4.43	9.76	15.63	17.56	31.13	5.24	7.26	2.27
B' (Main)	.12	.13	.37	.36	1.66	1.48	4.59	2.48	5.92	5.10	4.09	4.49	2.14
I' (Main)	.19	.07	.35	.19	1.08	.80	2.08	2.16	3.76	3.92	1.93	2.44	2.50
S' (Main)	.12	.05	.50	.25	1.46	1.39	4.84	7.15	8.08	10.94	4.10	4.44	2.93
D' (Main)	.09	.06	.25	.14	.84	.70	2.44	2.27	3.08	3.11	1.55	1.87	3.38
E' (Main)	.20	.04	.34	.13	1.07	.73	3.87	2.27	6.81	4.42	2.11	1.66	4.78
K' (Main)	.15	.02	.31	.07	.95	.46	2.29	1.14	3.94	2.25	1.72	1.67	.....
Branch — 1	.006	.006	.005	.05	.03	.05	.04	.07	0	.10	.10	.11	.....
Branch — 2	.006	.009	.01	.02	.09	.15	.19	.61	.53	.79	.17	.28	.....
Combined Main & Branches[b]	.26	.16	.51	.96	2.31	2.54	4.55	7.64	9.08	10.89	4.37	5.51	3.64

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[a] Figures shown have been adjusted so as to relate to the school district.

[b] Estimated total branch use. The ratio of Branch — 1 and Branch — 2 combined circulation to the total branch circulation is 1:9.51. To obtain an estimate of total branch use, the percentage figures for branches surveyed were combined and multiplied by 9.51.

[c] Population ages 5–25 compared to users of adult library facilities under 25.

TABLE 27

USE OF LIBRARY BY VARIOUS TYPES OF PERSONS RESIDING IN THE IMMEDIATE POLITICAL SUBDIVISION IN WHICH THE LIBRARY IS LOCATED

(Percentage of Persons of Specified Education and Age Using the Library in 1 Week)

Noncentral Libraries	Over 25 Years of Age				Under 25[b]		Per capita expenditures (excluding capital)
	Grade 11 or below	12 years (high school)	1–3 years college	4+ years college	Male	Female	
Q''_1	.30	2.31	4.40	9.25	3.53	4.49	$2.96
N''	.38	3.38	7.27	10.14	2.58	2.58	.78
Q''_2	.09	1.79	4.22	4.38	1.20	1.92	.82
R''	.36	2.29	3.40	4.57	5.21	5.65	1.43
E''_1	.89	5.04	7.60	17.43	6.03	8.20	1.96
K''_1	.54	4.37	13.50	10.59	7.66	12.20	3.64
I''	.43	3.84	12.82	17.46	11.61	10.95	4.86
E''_2	.48	4.44	7.22	11.00	3.38	3.85	1.52
P''	.18	1.50	2.19	2.27	.74	.84	.34
C''	1.12	4.94	9.18	10.66	8.12	8.26	1.95
A''_1[a]	.43	4.43	13.22	14.29	9.41	9.28	5.71
A''_2[a]	.86	7.63	18.76	18.52	7.70	7.02	5.45
K''_2	.19	2.49	3.48	5.34	5.51	5.44	3.64
A''_2[a]	.34	2.37	3.70	3.10	3.31	3.27	5.28
A''_4[a]	.38	4.03	9.61	8.74	5.29	5.95	5.62
K''_3	.37	3.27	10.03	11.16	4.54	5.72	3.64

[a] Figures shown have been adjusted so as to relate to the school district.

[b] Population ages 5–25 compared to users of adult library facilities under 25.

TABLE 28

USE OF LIBRARY BY VARIOUS TYPES OF PERSONS RESIDING IN COUNTY BUT OUTSIDE THE IMMEDIATE SUBDIVISION IN WHICH THE LIBRARY IS LOCATED

(Percentage of Persons of Specified Education and Age Using the Library in 1 Week)

Central Libraries	Over 25 Years of Age										Under 25[c]	
	Grade 8 or below		9–11 years		12 years (high school)		1–3 years college		4+ years college			
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
C'_1	.01	.01	.01	.03	.13	.20	.32	.19	.30	.74	.03	.03
H′ (Main)[a]	......	......	......	......	......	.03	.09	.14	.14	.32	.04	.03
(Branch)[a]	......	......	......	......	......	......	......	......	......	.01	......	......
Combined Main & Branch[a]	......	......	......	......	......	.03	.09	.14	.14	.33	.04	.03
C'_2	.03	.06	.24	.12	.83	1.04	2.65	1.96	3.27	3.86	.47	.75
A'_1	......	......	......	......	.03	.02	.08	.11	.13	.14	.06	.08
Q′ (Main)	......	......	.06	.06	.46	.55	1.44	1.98	2.81	3.34	.82	.89
(Branch)	......	......	.01	.02	.06	.12	.15	.39	.20	.66	.10	.05
Combined Main & Branch	......	......	.07	.08	.52	.67	1.59	2.37	3.01	4.00	.92	.94
L′	.02	.03	.19	.17	.77	1.18	2.31	1.75	4.08	3.23	1.16	1.68
R′	......	.01	.02	.06	.11	.26	.55	.59	.95	.97	.11	.14
A'_2[a]	......	......	......	......	.02	.04	.07	.08	.09	.24	.07	.06
M′ (Main)	.06	......	.31	.27	1.01	1.30	2.80	2.77	5.09	5.84	.90	1.02
(Branch)	.02	.02	......	......	.14	.22	.46	.45	1.06	.67	.10	.12
Combined Main & Branch	.08	.02	.31	.27	1.15	1.52	3.26	3.22	6.15	6.51	1.00	1.14
B′ (Main)	......	.02	.01	.03	.21	.15	.41	.56	1.87	.81	.38	.20
I′ (Main)	.05	.01	.18	.07	.82	.53	1.48	1.78	2.52	1.71	.55	.88
S′ (Main)	......	.01	.19	.15	.76	.59	2.51	3.32	5.23	7.45	1.66	1.74
D′ (Main)	.02	.03	.08	.08	.40	.33	1.34	1.14	2.45	1.79	.67	.89
E′ (Main)	.04	......	.11	.09	.40	.26	1.77	.69	3.53	2.49	.71	.62
K′ (Main)	.03	.01	.12	.06	.36	.21	1.26	.50	2.21	1.17	.90	.86
(Branch)	0	0	0	.005	.01	.006	.02	.007	0	0	.008	.003
(Branch)	0	0	.006	0	.01	.009	.02	.007	.02	.06	.001	.001
Combined Main & Branches[b]	.03	.01	.18	.11	.60	.35	1.68	.63	2.44	1.79	.98	.90

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[a] Figures shown have been adjusted so as to relate to the school district.

[b] Estimated total branch use. The ratio of Branch — 1 and Branch — 2 combined circulation to the total branch circulation is 1:9.51. To obtain an estimate of total branch use, the percentage figures for branches surveyed were combined and multiplied by 9.51.

Population ages 5–25 compared to users of adult library facilities under 25.

TABLE 29

USE OF LIBRARY BY VARIOUS TYPES OF PERSONS RESIDING IN COUNTY BUT OUTSIDE THE IMMEDIATE SUBDIVISION IN WHICH THE LIBRARY IS LOCATED

(Percentage of Persons of Specified Education and Age Using the Library in 1 Week)

Noncentral Libraries	Over 25 Years of Age				Under 25	
	Grade 11 or below	12 years (high school)	1–3 years college	4+ years college[b]	Male	Female
Q''_1	.02	.19	.38	.31	.09	.11
N''	.02	.02	.06	....	....	....
Q''_2	.02	.16	.68	.85	.14	.37
R''	....	.08	.09	.23	.08	.11
E''_1	.05	.38	.72	1.40	.21	.18
K''_1	.001	.02	.06	.07	.01	.03
I''	.003	.03	.09	.12	.04	.06
E''_2	.002	.02	.06	.05	.02	.03
P''	....	....	....	....	....	....
C''	.03	.17	.12	.27	.13	.11
A''_1 [a]	.0003	.01	.03	.02	.01	.01
A''_2 [a]	.001	.01	.03	.06	.02	.01
K''_2	.001	.02	.04	.03	.03	.01
A''_3 [a]	.003	.04	.07	.07	.03	.05
A''_4 [a]	.001	.004	.01	.01	.02	.01
K''_3	.006	.04	.06	.22	.02	.04

[a] Figures shown have been adjusted so as to relate to the school district.

[b] Population ages 5–25 compared to users of adult library facilities under 25.

of use within the immediate political units in which the library is located, and Tables 28 and 29 show the intensity of use in the remainder of the counties where the library is located. A comparison of the data shows that the figures on the last two charts are much lower. In other words, the use rate is lower in the areas some distance from the library. Thus, in counties where there is only one strong library, this difference can be interpreted as showing a decrease in intensity of use as distance increases.

While it is difficult to determine the intensity of use of the library at different distances, it is easy to find where the users live. Very few libraries drew more than 10 percent of their users from more than 10 miles. Only four libraries in the survey did this, and these were all central libraries in the central cities of metropolitan areas. One of these had 23 percent coming from over 10 miles; and another, 20 percent. Two of them had 46 percent coming from over 6 miles. Only 2 of the 15 centrals studied had less than 10 percent of the users from beyond a 6-mile radius. These two exceptions were both in suburban areas with other good libraries geographically close.

The People Using the Library

While the measurement of intensity of use (the percentage of the various publics using the library) is the new and unique feature of these surveys, the more common determination of distribution of users as to kind of persons and kind of use is still of great interest. If all the persons visiting the libraries measured are considered as 100 percent, children (using the children's library) made up 20 percent of the users; students using the adult libraries, made up 40 percent of the total use; and nonstudents using the adult facilities, the remaining 40 percent. These results showed that more than half of all users were students, since most children are in school, and even half of the users of the *adult* libraries were students. Thus, the major use of the public library is inextricably intertwined with the educational process.

This important conclusion was reinforced by another analysis showing the proportion of students among those using the library for certain selected purposes (Tables 30 and 31). These tables consider the following uses: "Read and Study," "Answer Questions," secure "Materials for School," and "Other Materials." In the central libraries, the "Read and Study" users were invariably more than 50 percent students. In three of the noncentral libraries — smaller ones, with limited material suitable for study — this percentage dropped

TABLE 30
PERCENTAGE COMPARISON OF USE OF ADULT LIBRARY FACILITIES FOR PURPOSES GIVEN

Central Library	Read and Study					Answer Questions					Materials for School					Other Materials				
	Total Users	Student	Non Student	Under 25	Over 25	Total Users	Student	Non Student	Under 25	Over 25	Total Users	Student	Non Student	Under 25	Over 25	Total Users	Student	Non Student	Under 25	Over 25
I'	24	50	50	47	53	14	46	54	42	58	32	95	5	87	13	15	61	39	60	40
R'	21	63	37	65	35	13	44	56	42	58	20	91	9	84	16	16	47	53	53	47
C'_3	22	54	46	57	43	12	48	52	53	47	20	88	12	85	15	14	55	45	60	40
D'	21	56	44	54	46	16	40	60	42	58	29	93	7	87	13	17	58	42	58	42
Q'	22	61	39	60	40	12	50	50	53	47	31	92	8	83	17	17	59	41	58	42
E'	25	51	49	51	49	18	36	64	39	61	24	89	11	80	20	19	48	52	50	50
A'_3	14	85	15	81	19	12	63	37	61	39	34	91	9	85	15	16	71	29	68	32
C'_2	18	68	32	72	28	15	66	34	68	32	23	97	3	93	7	17	67	33	69	31
A'_2	18	66	34	61	39	18	49	51	47	53	32	91	9	84	16	16	61	39	59	41
S'	19	57	43	56	44	14	41	59	43	57	30	90	10	84	16	17	51	49	53	47
H'	18	61	39	54	46	13	44	56	38	62	25	88	12	75	25	13	54	46	50	50
M'	16	51	49	52	48	12	45	55	47	53	24	91	9	82	18	14	51	49	52	48
B'	31	76	24	77	23	27	64	36	66	34	37	93	7	90	10	24	60	40	62	38
L'	28	69	31	70	30	18	62	38	66	34	25	92	8	90	10	17	55	45	60	40
K'	40	64	36	64	36	25	59	41	61	39	37	94	6	89	11	21	55	45	59	41
Average..........	22	62	38	61	39	16	50	50	51	49	28	92	8	85	15	17	57	43	58	42

TABLE 31—USER SURVEY
PERCENTAGE COMPARISON OF USE OF ADULT LIBRARY FACILITIES FOR PURPOSES GIVEN

Noncentral Library	Read and Study					Answer Questions					Materials for School					Other Materials				
	Total users	Student	Non Student	Under 25	Over 25	Total users	Student	Non Student	Under 25	Over 25	Total users	Student	Non Student	Under 25	Over 25	Total users	Student	Non Student	Under 25	Over 25
K''_3	12	67	33	65	35	12	56	44	54	46	21	88	12	80	20	16	50	50	48	52
K''_1	29	71	29	77	23	19	51	49	58	42	32	91	9	91	9	21	60	40	61	39
I''	20	73	27	74	26	12	60	40	59	41	28	91	9	89	11	12	61	39	60	40
A''_3	13	53	47	56	44	12	43	57	44	56	25	86	14	79	21	15	58	42	61	39
Q''_2	21	57	43	63	37	12	59	41	64	36	27	94	6	96	4	14	48	52	52	48
K''_2	30	78	22	81	19	26	67	33	72	18	43	94	6	95	5	28	71	29	76	24
A''_4	14	69	31	67	33	12	51	49	49	51	30	88	12	82	18	14	65	35	64	36
C''	30	75	25	78	22	14	60	40	61	39	24	95	5	94	6	14	70	30	76	24
E''_1	18	67	33	69	31	12	62	38	61	39	27	95	5	93	7	14	61	39	67	33
R''	23	83	17	84	16	13	73	27	80	20	30	95	5	95	5	15	79	21	82	18
A''_2	12	63	37	56	44	10	43	57	39	61	25	82	18	70	30	13	57	43	50	50
A''_1	14	68	32	67	33	10	45	55	46	54	27	89	11	83	17	13	57	43	56	44
Q''_1	13	44	56	43	57	10	43	57	50	50	22	83	17	81	19	12	42	58	46	54
N''	16	42	58	53	47	17	55	45	65	35	13	93	7	93	7	13	40	60	53	47
P''	8	38	62	46	54	10	31	69	31	69	16	81	19	81	19	8	17	83	17	83
E''_2	7	55	45	53	47	12	41	59	43	57	19	85	15	78	22	12	31	69	37	63
Average..........	18	63	37	64	36	13	52	48	55	45	26	89	11	86	14	15	54	46	57	43

below 45. The "Answer Questions" users were predominantly nonstudents, but students generally comprised over 40 percent; in four central libraries they made up more than 60 percent.

The pattern for the noncentrals was similar. "Materials for School" users were overwhelmingly students, as would be expected; and, more surprisingly, "Other Materials" users were more than 50 percent students in all but two central libraries and in all but five noncentrals. Thus, for these very important uses, students comprised the major load. Probably in many public libraries, if the student load were removed by an improvement in the school libraries,[2] the resulting demands (other than the lending of books) would be so small that many communities could not logically justify the provision of general library service. Based on current patterns of use, the student load is the strongest justification for the provision of research and study facilities in many of our public libraries.

User Evaluation of Facilities

The questionnaire included a long-term evaluation of library facilities by users who had had experience with the libraries over the period of sharply improving State aid. Reference to Tables 32 for central libraries and 33 for noncentrals, shows that the majority felt that conditions had improved. The surprising point was that the majorities stating there had been improvement were as small as they were, and that in some libraries there were features that fewer than a majority thought had been improved. The fact that less than half the users in five central libraries out of the 15 in Table 32 felt that "Interlibrary Loan" service had been improved is disturbing, as is the fact that less than half the users in two central libraries felt that "Reference Resources" had been improved. The irregularity of response in these tables suggests that the benefits of the system program have not filtered down to the users everywhere. There are still pockets of deficiency to be overcome, even though general State policies seem to be effective.

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[2] Expansion of Elementary and Secondary Education Act of 1965, Title II, could affect the condition.

TABLE 32
EVALUATION OF LIBRARY FACILITIES BY USERS[1]

Central Library	Percent of Total Users Who Feel Designated Facilities Are Improved									
	Fiction	Non-fiction	Recent Books	Reference Resources	Inter-library Loan	Staff Ability	Special Programs	Community Cooperation	Comfort and Convenience	Hours Open
C'_1	67	64	67	55	59	74	61	54	66	59
H′	69	69	65	71	65	80	85	75	76	53
C'_2	79	84	73	72	69	78	39	63	41	53
A'_1	66	63	67	66	64	73	68	52	56	39
Q′	57	70	59	56	52	51	65	50	68	59
L′	69	71	64	71	45	63	58	66	89	58
R′	76	81	69	83	54	75	74	74	88	50
A'_2	64	61	63	72	58	67	58	54	79	56
M′	68	72	66	75	54	65	65	63	50	47
B′	46	47	43	46	37	47	35	35	19	29
I′	54	74	61	62	45	59	82	79	23	61
S′	54	46	57	49	40	51	41	30	23	28
D′	60	54	53	64	53	61	56	59	45	48
E′	60	70	57	62	53	55	75	71	46	38
K′	63	66	59	63	46	61	51	51	87	64
Average..........	63	66	62	64	53	64	61	58	57	49

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[1] Percentages based on ten percent of adults visiting library in 1 week.

TABLE 33
EVALUATION OF LIBRARY FACILITIES BY USERS[1]

Noncentral Library	Percent of Total Users Who Feel Designated Facilities Are Improved									
	Fiction	Non-fiction	Recent Books	Reference Resources	Inter-library Loan	Staff Ability	Special Programs	Community Cooperation	Comfort and Convenience	Hours Open
Q''_1	69	62	62	36	73	71	30	50	50	64
N''	67	60	60	63	64	75	38	14	27	27
Q''_2	40	80	80	80	80	50	100	100	60	20
R''	81	77	79	76	84	86	67	81	62	37
E''_1	50	61	63	61	39	61	60	58	73	46
K''_1	67	77	60	76	56	74	51	76	100	53
I''	68	66	53	55	43	67	66	68	63	48
E''_2	62	52	48	38	44	69	38	36	43	55
P''	67	75	50	75	50	60	25	20	50	38
C''	71	57	66	66	50	70	62	63	79	64
A''_1	54	50	50	44	45	56	61	48	19	28
A''_2	64	57	50	70	58	65	76	75	93	75
K''_2	54	44	44	59	56	66	40	38	36	35
A''_3	69	64	67	52	51	63	65	53	50	61
A''_4	67	60	55	55	38	59	47	54	62	75
K''_3	59	58	53	56	46	63	53	51	81	57
Average	63	62	59	60	55	66	55	55	59	49

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[1] Percentages based on ten percent of adults visiting library in 1 week.

Summary

1. The greatest intensity of library use was shown to be among college graduates, with 15 to 30 percent of the total graduates visiting some libraries within 1 week. Those libraries with the heaviest use by college graduates were not necessarily the largest nor the strongest, nor those with the highest per capita expenditure.

2. The low intensity of use among those persons over 25 years of age with less than a high school education suggests the possibility that the library programs are not well designed to attract persons with a limited education.

3. Intensity of use dropped off rapidly as distance increased and very few libraries (other than strong central libraries) drew more than 10 percent of their users from more than 10 miles.

4. Data from the user survey indicated that more than half of the users were students; thus, the major use of the public library is inextricably intertwined with the educational process. In fact, the student load is currently the chief justification for the provision of research and study facilities in many libraries.

5. Although the majority of users felt that facilities and services have been improved by system membership, the irregularity of response in this regard suggests that the benefits of the system program have not filtered down to the users everywhere. There are still pockets of deficiency to be overcome, even though the general State policies seem to be effective.

6. These samples of the findings show the potential administrative value of user surveys as measures of library effectiveness. They will be of maximum value when taken in a large number of libraries, using a uniform procedure so that standards of expectation can be established.

7. It is recommended that user surveys be conducted at least once in 5 years in each library and that the Library Development Division compile comparative records and establish standards by types of libraries. This would make a substantial contribution to solving one of the weakest points in library administration — the measurement of library use.

CHAPTER VIII

THE ROLE OF THE STATE

The point has been made with increasing frequency by leaders in the library field, and indeed by leaders in all areas of education, that the states must play an increasingly important role if educational institutions (including libraries) are to meet the expanding demands being made upon them. A few of the forces which are making stronger State participation so imperative are:

(a) increased mobility of people, resulting in constant crossing of the boundaries of minor civil divisions for shopping and other services;

(b) more sophisticated educational needs, requiring more frequent use and a higher degree of coordination of specialized resources;

(c) greater emphasis on equal educational opportunity for all citizens of the State;

(d) growing recognition of wide differences in the ability of localities to support quality educational services;

(e) increasing dependence on expensive equipment and a steadily widening awareness of the importance of research and innovation;

(f) statewide leadership in order to keep pace with the educational needs of a society characterized by rapid change.

When the traditional virtues of complete local autonomy and fiscal independence are carried to their logical conclusion in library services, the inevitable result in many parts of New York State can only be educational isolation and backwardness. Children brought up under such conditions are denied contact with the educational mainstream; they will, consequently, be that much less able to cope successfully with the society in which they will find themselves as adults — a loss which neither the individuals involved nor society can afford. Fortunately, it is becoming more generally understood that a partnership between various levels of government is possible without relinquishing all of the critical controls; that the people do have a voice in State government; and that there are certain functions which can be performed best (and in some cases can *only* be performed) by larger units of government.

In New York, the State has accepted a significant share of the responsibility for public library services. Some of the major functions which it performs, either wholly or in part, are financial support, the establishment of a legislative framework for public library development, leadership and assistance in practically all aspects of library organization and operation, research, experimentation, evaluation, and the backstopping of public library systems and other types of libraries with services and materials.

Organization of the State's Library Functions

Except for the lawmaking and appropriating functions, which, of course, center in the State Legislature and the Office of the Governor, the department of government in New York State most directly concerned with public libraries is the Education Department. Unique as to structure in the government of the State, the Education Department is the administrative arm of the University of the State of New York. It is governed by the Board of Regents, which body brings into being and has jurisdiction over elementary, secondary, and higher education institutions — as well as libraries, museums and others. Public libraries and public library systems in the State receive their legal and corporate entity by virtue of the Board of Regents chartering action.

The Commissioner of Education is the executive head of the Education Department and President of the University. The Regulations of the Commissioner of Education and Regents Rules have, for all practical purposes, the effect of law where public libraries are concerned.

Administratively, public library matters center in the Office of the Assistant Commissioner for Libraries, who in turn is responsible to the Associate Commissioner for Cultural Education and Special Services, a member of the Commissioner's cabinet. The two major units under the Assistant Commissioner are the State Library and the Library Development Division, the latter being known until very recently as the Library Extension Division. The organization charts on pages 136 to 139 show these lines of responsibility more clearly and suggest other functions and relationships. They include a proposed reorganization of the State Library and Library Development Division, part of which has recently been effected.

Supervision of school libraries follows an entirely different line, coming within the jurisdiction of the Associate Commissioner for Elementary, Secondary and Adult Education, under the immediate supervision of the Assistant Commissioner for Instructional Services. Coordination of the school and public library functions occurs at the level of the Deputy Commissioner and Commissioner of Education.

From time to time it has been suggested that the responsibility for supervision of school libraries and the supervision of public libraries should be placed much closer together, organizationally, within the Department — the argument being that closer coordination of school and public libraries throughout the State is imperative to the kind of program coordination that should be taking place at the community level. There is no question about the critical need for much greater coordination of these programs than has existed in the past. Recent experimentation with liaison personnel in the two units, stronger school library representation on the Regents Advisory Council, and closer working relationships (made necessary in some cases by overlapping Federal grant programs) indicate that these steps may be very helpful. Nevertheless, this kind of coordination is dependent on a degree and constancy of noble purpose, good will and communications which are seldom attainable in real life. Therefore, and in spite of the traditional arguments for lodging school libraries in the instructional services unit, the overriding need for close and continuing coordination of all types of libraries implies an administrative structure in the Education Department which makes coordination as nearly routine and inescapable as it is possible to get. At present there is not even a mechanism for resolving conflicts short of carrying them to the Commissioner.

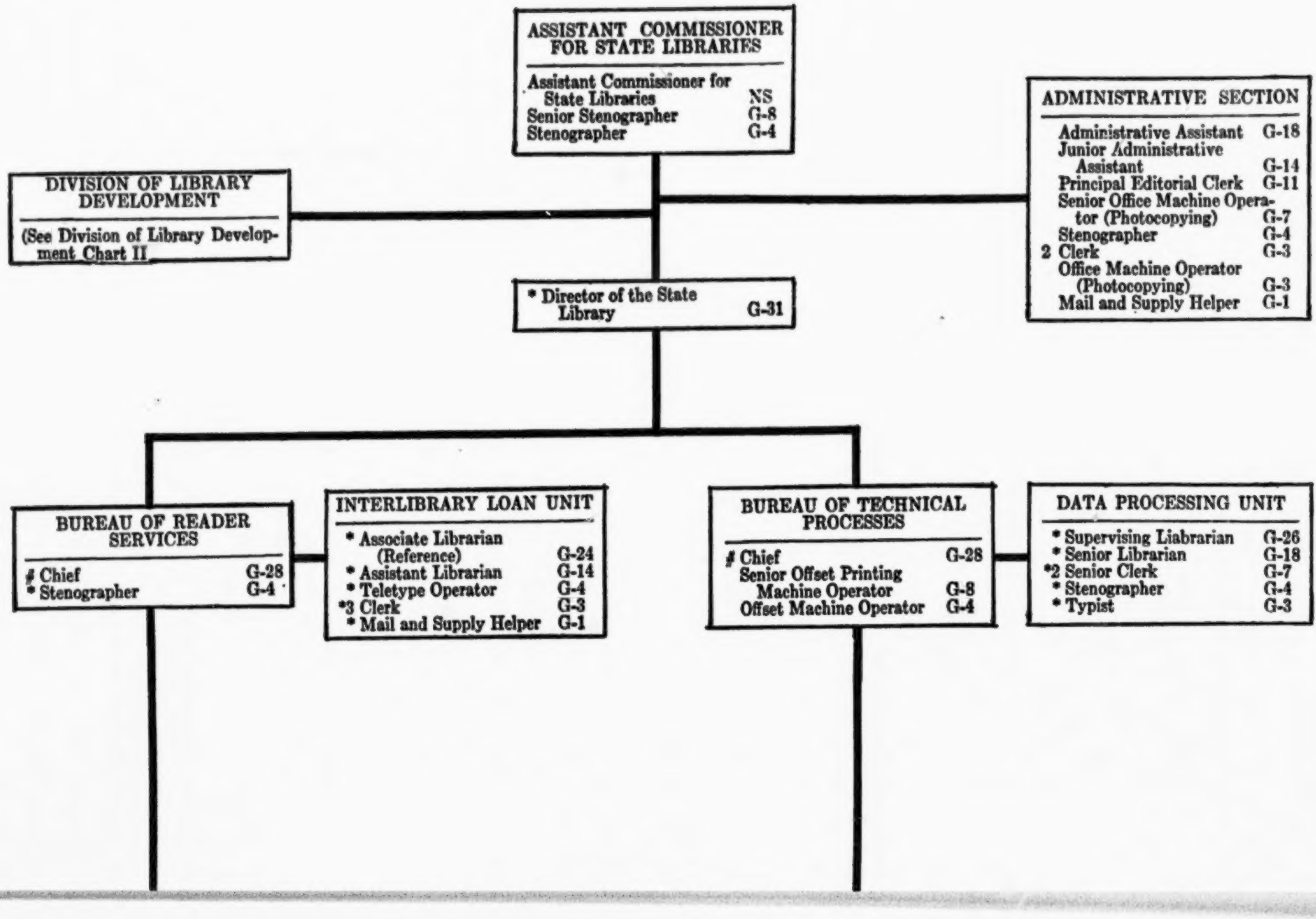
Reference has been made throughout this report to various functions of the Library Development Division and the State Library, and the programs of these two units will be reviewed in greater detail in the pages which follow. (The role of the State in the fiscal support of library systems has been discussed in detail in the chapter on "Finance.")

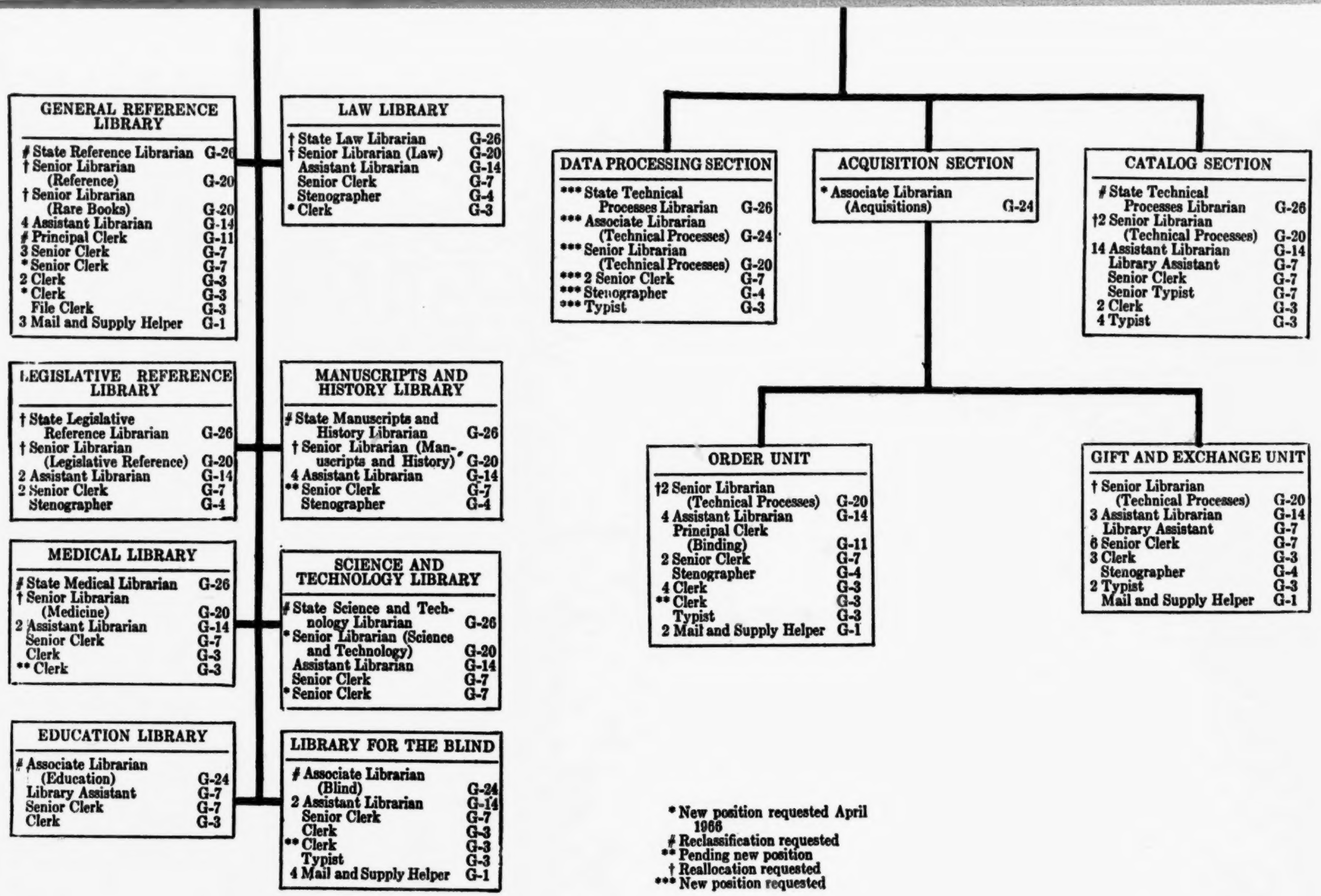
The State and Library Law

Specific legislation relating to libraries has been noted throughout the report, but the manner in which such legislation comes into being is an exceedingly important aspect on statewide library development.

New legislative measures may be initiated by any citizen or library through members of the Legislature, but most major library legislation, such as the public library system law and its revisions, has been introduced at the request of the Regents and the Education Department. It is an important responsibility of the State library agency to anticipate the need for legislation which will be in the best

CHART I


ASSISTANT COMMISSIONER FOR STATE LIBRARIES
Assistant Commissioner for State Libraries NS
Senior Stenographer G-8
Stenographer G-4
DIVISION OF LIBRARY DEVELOPMENT
(See Division of Library Development Chart II
ADMINISTRATIVE SECTION
Administrative Assistant G-18
Junior Administrative Assistant G-14
Principal Editorial Clerk G-11
Senior Office Machine Operator (Photocopying) G-7
Stenographer G-4
2 Clerk G-3
Office Machine Operator (Photocopying) G-3
Mail and Supply Helper G-1
* Director of the State Library G-31
BUREAU OF READER SERVICES
# Chief G-28
* Stenographer G-4
INTERLIBRARY LOAN UNIT
* Associate Librarian (Reference) G-24
* Assistant Librarian G-14
* Teletype Operator G-4
*3 Clerk G-3
* Mail and Supply Helper G-1
BUREAU OF TECHNICAL PROCESSES
# Chief G-28
Senior Offset Printing Machine Operator G-8
Offset Machine Operator G-4
DATA PROCESSING UNIT
* Supervising Liabrarian G-26
* Senior Librarian G-18
*2 Senior Clerk G-7
* Stenographer G-4
* Typist G-3



GENERAL REFERENCE LIBRARY

# State Reference Librarian	G-26
† Senior Librarian (Reference)	G-20
† Senior Librarian (Rare Books)	G-20
4 Assistant Librarian	G-14
# Principal Clerk	G-11
3 Senior Clerk	G-7
* Senior Clerk	G-7
2 Clerk	G-3
* Clerk	G-3
File Clerk	G-3
3 Mail and Supply Helper	G-1

LAW LIBRARY

† State Law Librarian	G-26
† Senior Librarian (Law)	G-20
Assistant Librarian	G-14
Senior Clerk	G-7
Stenographer	G-4
* Clerk	G-3

LEGISLATIVE REFERENCE LIBRARY

† State Legislative Reference Librarian	G-26
† Senior Librarian (Legislative Reference)	G-20
2 Assistant Librarian	G-14
2 Senior Clerk	G-7
Stenographer	G-4

MANUSCRIPTS AND HISTORY LIBRARY

# State Manuscripts and History Librarian	G-26
† Senior Librarian (Manuscripts and History)	G-20
4 Assistant Librarian	G-14
** Senior Clerk	G-7
Stenographer	G-4

MEDICAL LIBRARY

# State Medical Librarian	G-26
† Senior Librarian (Medicine)	G-20
2 Assistant Librarian	G-14
Senior Clerk	G-7
Clerk	G-3
** Clerk	G-3

SCIENCE AND TECHNOLOGY LIBRARY

# State Science and Technology Librarian	G-26
* Senior Librarian (Science and Technology)	G-20
Assistant Librarian	G-14
Senior Clerk	G-7
* Senior Clerk	G-7

EDUCATION LIBRARY

# Associate Librarian (Education)	G-24
Library Assistant	G-7
Senior Clerk	G-7
Clerk	G-3

LIBRARY FOR THE BLIND

# Associate Librarian (Blind)	G-24
2 Assistant Librarian	G-14
Senior Clerk	G-7
Clerk	G-3
** Clerk	G-3
Typist	G-3
4 Mail and Supply Helper	G-1

DATA PROCESSING SECTION

*** State Technical Processes Librarian	G-26
*** Associate Librarian (Technical Processes)	G-24
*** Senior Librarian (Technical Processes)	G-20
*** 2 Senior Clerk	G-7
*** Stenographer	G-4
*** Typist	G-3

ACQUISITION SECTION

* Associate Librarian (Acquisitions)	G-24

CATALOG SECTION

# State Technical Processes Librarian	G-26
†2 Senior Librarian (Technical Processes)	G-20
14 Assistant Librarian	G-14
Library Assistant	G-7
Senior Clerk	G-7
Senior Typist	G-7
2 Clerk	G-3
4 Typist	G-3

ORDER UNIT

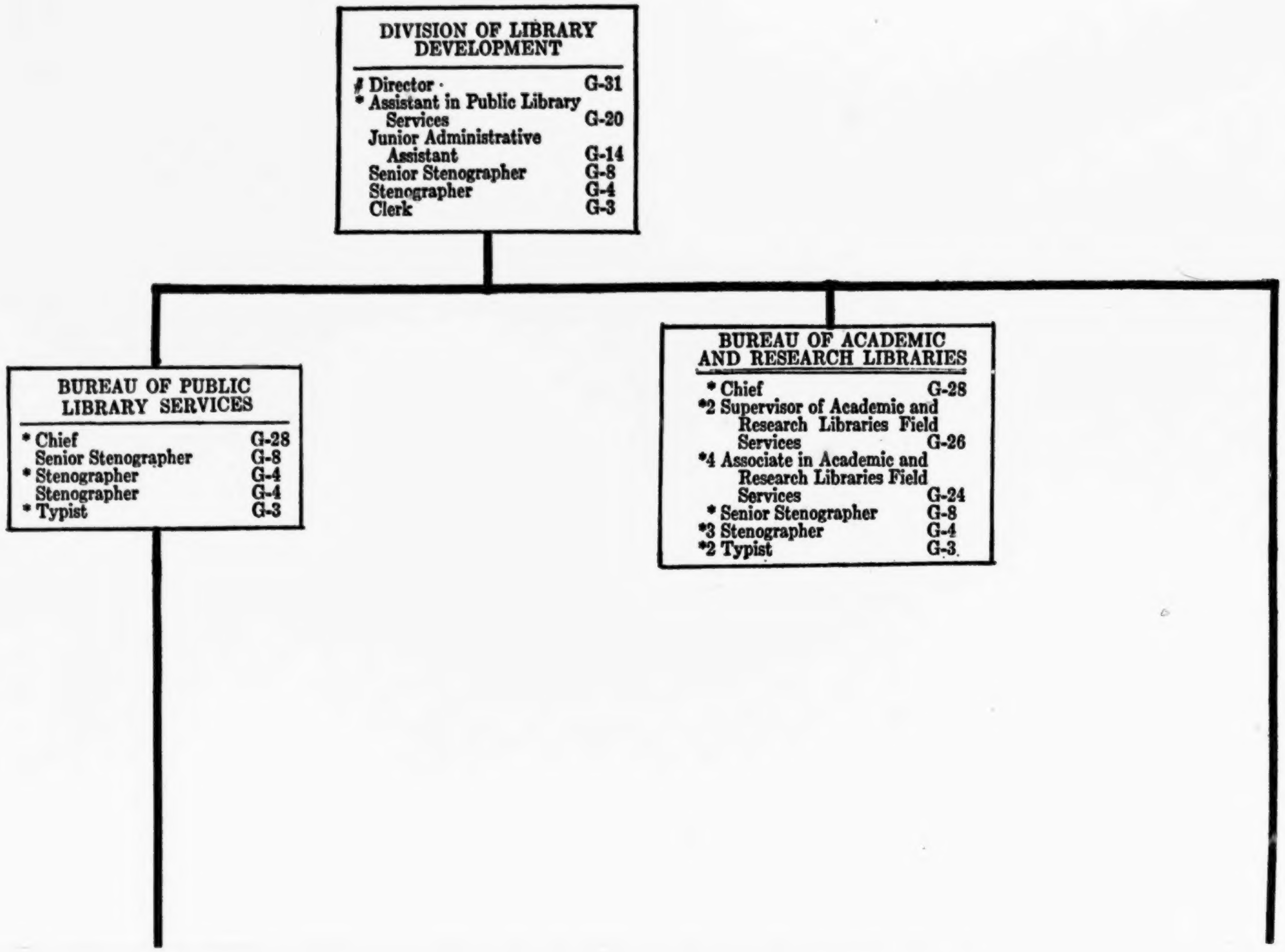
†2 Senior Librarian (Technical Processes)	G-20
4 Assistant Librarian	G-14
Principal Clerk (Binding)	G-11
2 Senior Clerk	G-7
Stenographer	G-4
4 Clerk	G-3
** Clerk	G-3
Typist	G-3
2 Mail and Supply Helper	G-1

GIFT AND EXCHANGE UNIT

† Senior Librarian (Technical Processes)	G-20
3 Assistant Librarian	G-14
Library Assistant	G-7
6 Senior Clerk	G-7
3 Clerk	G-3
Stenographer	G-4
2 Typist	G-3
Mail and Supply Helper	G-1

* New position requested April 1966
# Reclassification requested
** Pending new position
† Reallocation requested
*** New position requested

CHART II



DIVISION OF LIBRARY DEVELOPMENT

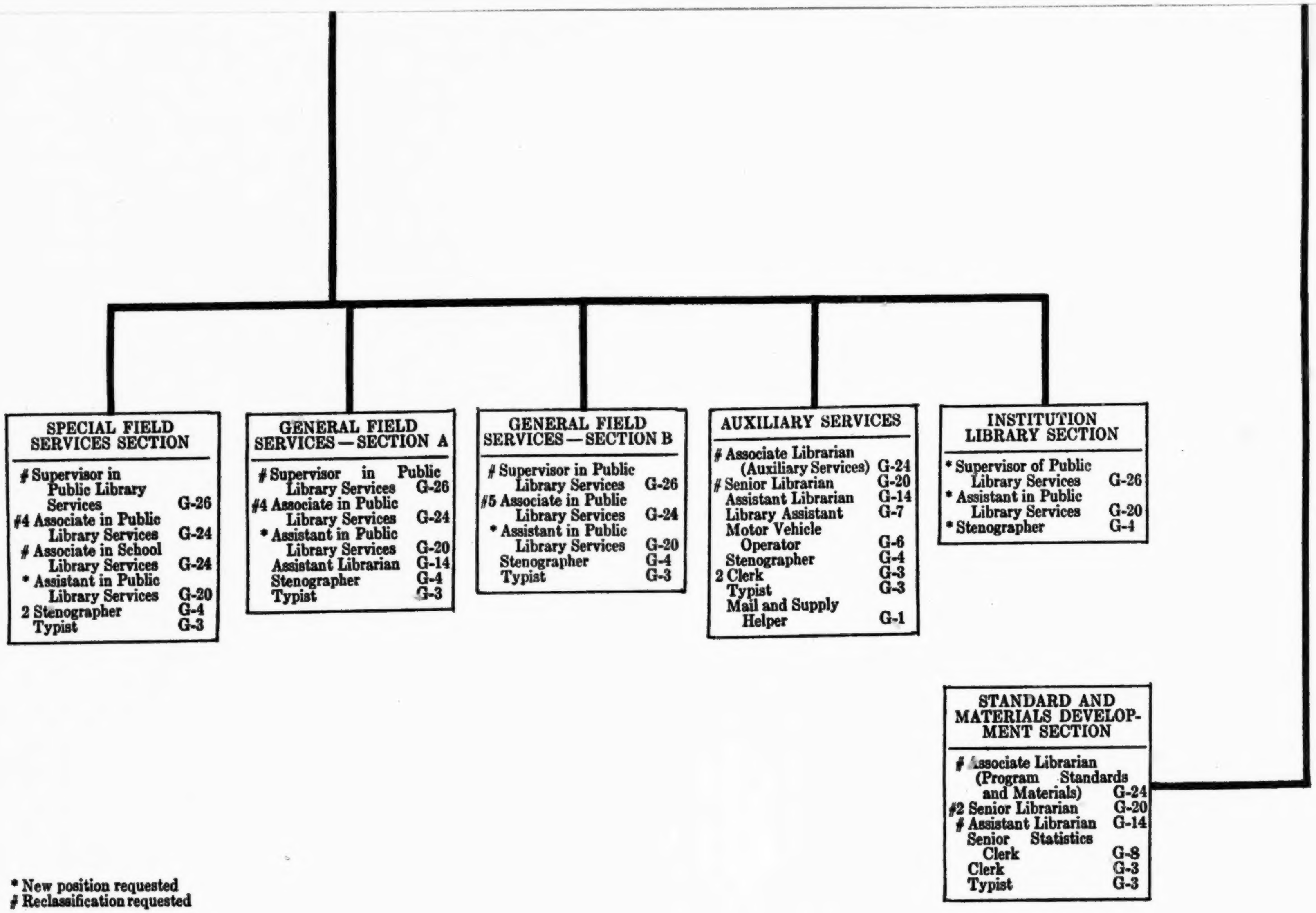
# Director	G-31
* Assistant in Public Library Services	G-20
Junior Administrative Assistant	G-14
Senior Stenographer	G-8
Stenographer	G-4
Clerk	G-3

BUREAU OF PUBLIC LIBRARY SERVICES

* Chief	G-28
Senior Stenographer	G-8
* Stenographer	G-4
Stenographer	G-4
* Typist	G-3

BUREAU OF ACADEMIC AND RESEARCH LIBRARIES

* Chief	G-28
*2 Supervisor of Academic and Research Libraries Field Services	G-26
*4 Associate in Academic and Research Libraries Field Services	G-24
* Senior Stenographer	G-8
*3 Stenographer	G-4
*2 Typist	G-3


SPECIAL FIELD SERVICES SECTION
# Supervisor in Public Library Services G-26
#4 Associate in Public Library Services G-24
# Associate in School Library Services G-24
* Assistant in Public Library Services G-20
2 Stenographer G-4
Typist G-3
GENERAL FIELD SERVICES — SECTION A
# Supervisor in Public Library Services G-26
#4 Associate in Public Library Services G-24
* Assistant in Public Library Services G-20
Assistant Librarian G-14
Stenographer G-4
Typist G-3
GENERAL FIELD SERVICES — SECTION B
# Supervisor in Public Library Services G-26
#5 Associate in Public Library Services G-24
* Assistant in Public Library Services G-20
Stenographer G-4
Typist G-3
AUXILIARY SERVICES
# Associate Librarian (Auxiliary Services) G-24
# Senior Librarian G-20
Assistant Librarian G-14
Library Assistant G-7
Motor Vehicle Operator G-6
Stenographer G-4
2 Clerk G-3
Typist G-3
Mail and Supply Helper G-1
INSTITUTION LIBRARY SECTION
* Supervisor of Public Library Services G-26
* Assistant in Public Library Services G-20
* Stenographer G-4
STANDARD AND MATERIALS DEVELOPMENT SECTION
# Associate Librarian (Program Standards and Materials) G-24
#2 Senior Librarian G-20
# Assistant Librarian G-14
Senior Statistics Clerk G-8
Clerk G-3
Typist G-3
* New position requested
# Reclassification requested

interests of individual libraries and public library development in the State as a whole. An equally important part of this function involves full discussion of major legislative proposals with library interests throughout the State, so that insofar as possible the laws will reflect the best thinking of all concerned and will have from the very beginning the full understanding and support of the library profession, trustees, and other interests — as well as of the Education Department.

One of the great strengths of the library movement in New York State has been in the degree to which this kind of cooperation among all of the various library interests in the State has been carried out. Plans have usually been developed by a broadly representative committee appointed by the Commissioner of Education or the Governor. A Governor's Conference on Libraries in 1965 dealt mainly with reference and research library needs and solutions, but urged the coordination of all types of libraries toward the objective of a program of "total library service" for the residents of the State. The legislative gains of the 1966 session proceeded from this Conference, in the same sense that other significant advances have proceeded from the Governor's Library Committee of 1949, the Commissioner of Education's Committee on Public Library Service in 1956 and 1957, and his Committee on Reference and Research Library Resources in 1960 and 1961.

Too much stress cannot be laid on the continuation of this high degree of cooperation among all library interests, and the importance of the type of State leadership which will help to foster it. There is no other route to consistent success in developing forward-looking plans and in winning their acceptance by the Legislature and the library profession.

The State Library

More than a little confusion has been engendered by the dual use of the term "The State Library," which is sometimes meant to imply all of the responsibilities which fall within the Office of the State Librarian or the Assistant Commissioner for Libraries, including the Library Development Division, and at other times is meant to include only library functions *per se*—the acquisition, storage and lending of library materials, reference services, and other typical library operations. It is in the latter context that the term will be used in this section.

The New York State Library performs two major categories of library services: (1) it serves the members of State government, including the legislative and administrative branches and the many operating departments of government; and (2) it backs up, within the limits of its resources, the other libraries of the State—public, school, college, and special. In addition, it serves directly the members of certain professions and performs a number of other more or less specialized services. Special subject divisions, or "sections," of the State Library include Law, Medicine, Legislative Reference, Education, Science and Technology, and Manuscripts and History.

The Library's total holdings, including books, bound periodicals, serials, documents, and other materials number approximately 3,000,000 items, of which about 1.3 million are bound and shelved volumes. A relatively high proportion of the Library's budget for materials goes into serials, of which an estimated 9,000 titles are currently received. Through the years it has been the Library's policy not to buy fiction or to duplicate copies of individual titles.

In other sections of this report, especially in the discussion of interlibrary loans, the part which the State Library plays in backstopping the public library systems has been treated more fully. It bears repeating here, however, that the development of the systems has given people throughout the State access in a much more realistic sense to the State Library's services and collections and, along with direct teletype connection between the State Library and the systems, has resulted in a sharp increase in the number of interlibrary loans made by the Library. The burden of this additional use without corresponding increases in the staff and facilities of the State Library has, in turn, created a good many problems for the Library and has resulted in some inevitable deterioration in the quality of its service.

Although the Library's current rate of about 60 percent success in filling interlibrary loan requests from systems appears to compare favorably with California and a number of other states which render a comparable service, it is not as good as it should be. Problems of housekeeping, created by inadequate staff and serious space shortages in the State Library, have undoubtedly accounted for many interlibrary loan failures. Fortunately, funds have recently been appropriated to rent warehouse space for lesser used materials, so that the more heavily used materials can be shelved and arranged in the library stacks. This has reduced the housekeeping problem to a considerable extent.

One of the major difficulties with respect to the State Library's role in backstopping the library systems stems from the fact that no statewide policy is clearly defined. In the same sense that systems and their member libraries each should know what is expected of them and what they can depend on each other for, so should the systems and the State Library be sure of each other's defined role and capacity to perform it. In the beginning of the systems program, it might have been difficult to anticipate what the most constructive kind of relationship would be, but enough experience has been gained now so that is should be possible to set forth exactly how the State Library can best serve the residents of the State through the system structure, and then to go directly about tailoring the Library's program to meet those needs.

As a starting point for further discussion, it is suggested here that in the long run the most expeditious interlibrary loan policy might be for all interloan requests to funnel up to the central library in each system, with practically all requests which cannot be met by the central library going directly to the State Library. Hopefully, the State Library could, by a number of measures, substantially improve its own rate of success, and at the same time take the responsibility for forwarding unfilled requests to whatever other libraries offer the most likelihood of filling them. Such a procedure implies that the State Library would develop its greatest strength of collection at a level which ranges between the level of the minimum central library collection—assuming that to be 100,000 volumes of adult nonfiction—and the level of the sum of the exhaustive or highly specialized subject collections which exist in many other libraries throughout the State.

This procedure likewise implies that the State Library will be able to develop some rather effective tools and techniques for knowing what is available in other libraries of the State. Obviously, the Library's present policy of not duplicating titles would have to be reexamined, and certain internal problems would have to be resolved —such as how the Library is going to meet the needs of government in Albany and at the same time lend its materials widely throughout the State. Basic questions of cost must also be answered in this connection before libraries can establish a wide-scale policy of pursuing every request to the limit.

Some arguments exist for contracting this backstopping function out to a number of strong libraries, rather than placing it with the State Library. Any library, however, would face practically all of the same problems that the State Library faces, if it were to take on the backstopping function to the extent that is implied here. The State Library does start with a relatively strong collection, and there would be some very real advantages in building up a single adequate library whose major responsibility would be to back up the systems.

These are advantages which would go far toward outweighing the disadvantages of a degree of inflexibility which is more or less characteristic of state agencies.

Again, in considering the backstopping function on a systematic statewide basis to the degree it is implied above, it must be borne in mind that the volume of requests and the "pursuit" work to satisfy the highest possible percentage of requests would quite likely reach a point where (if they were not to interfere seriously with the services of the backstopping library to its regular community of users) substantial additions to collection, staff, and even physical plant of that library would be necessary.[1] Needless to say, beyond the intermediate-level collection which is suggested for the State Library, the advanced reference and research type of library resources would be needed; and obviously, here the only sensible solution is to build on subject strengths where they now exist in other libraries.

Within the last two or three years, the State Library has made an intensive effort to examine its acquisition policies and the service policies from which sound acquisition policies necessarily proceed. It has been handicapped in this effort, however, by the previously-referred-to lack of a clear understanding on the part of all concerned of just what the State Library's role in the existing public library systems program and the emerging reference and research library services program will be. It is most important that as these programs develop and are refined, an appropriate degree of attention be given to the contribution the State Library can and should make to their effectiveness.

The Library Development Division[2]

Lowell A. Martin was asked to study the activities of the Library Development Division. The section which follows presents his report.

The Library Development Division maintains an extensive and varied program of planning, consultation, guidance, service, research and legal activity for libraries over the State. The Division has played a significant role in the growth of the systems structure. It can and should play a significant role in the future development not only of existing public-library systems but of the total program of library service in New York.

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[1] The new library facilities to be included in the cultural center on the State mall in Albany will help in meeting the need for a better physical plant.

[2] The titles of units of the Division used in this section are based on the partially implemented reorganization presented in Chart 2.

The emphasis here is not so much on what the Library Development division has accomplished. Suffice it to say that the progress in library systems set forth in this report would not have occurred without both design work and field work by the agency. Now the question is more the further strengthening of the structure already built, the reaching forward to emerging needs and opportunities, and the activities, services and policies that should be maintained by the Development Division to meet these needs.

Developing a Statewide Library Program

The last 20 years of extension activity in New York can be summarized in a sequence of steps in a growing program, in which the Development Division played a central and continuous role:

(a) 1946-52, experimental and demonstration work with the first regional public library system, organized in the North Country and administered by the State Library

(b) 1952-58, assistance in organizing the first eight regionally-administered systems, centered primarily around large cities

(c) 1958-62, acceleration of system development under revised legislation of 1958, to a total of 22 systems comprising almost 700 libraries and covering most of the State

(d) 1962—present, guidance and improvement of the systems in such matters as program, personnel, and collections

(e) 1958—present, and particularly since 1962, addition of Federal aid and Federally-supported activities

(f) 1964—present, expansion from what was essentially a public library service into a statewide library program, including resources for students and for specialized reference and research purposes

There is a logical and constructive sequence reflected here: from experience within a single region to design and application of a statewide plan, from experimentation with a State-administered program to a working local-State balance of responsibility, from primary consideration for smaller libraries to inclusion of larger agencies, from public libraries alone to the several types and levels of libraries.

These are highlights or areas of emphasis. Many regular activities were continued through these years, such as the chartering of libraries, consultation with local libraries, and work with the New York Library Association. Many special projects—training of personnel, for example—grew out of the central focus and thrust on library systems, however; and research projects on processing, on resources, and on interlibrary loan were designed to further one or another aspect of the major program.

A distinguishing quality of the New York Library Development Division's program has been focus and sequence—a setting and revising of goals and a cumulative effort towards those goals. Steady development and progress can be seen through the last 20 years.

Gaps in the Program

When one stands back from this activity and considers the whole range of reading and library service for educational purposes, from the young child looking at a picture book to the advanced researcher seeking primary resources, the Library Development Division appears to have concentrated traditionally on certain parts of the spectrum, given occasional attention to others, and until recently neglected still others. Its primary emphasis has been upon the general nonstudent reader—what might be called the "middle group" customarily serviced by public libraries—and has centered around nonschool reading of children and nonspecialized reading of adults. The burgeoning area of service for elementary and secondary school students has never received the attention it required. Service to students above the high school level came in for attention only by chance, despite the fact that more and more young people were going to State-supported colleges and many were commuting rather than living on campus, which means that they turn to the public library in their home communities for study materials. Specialized resource needs of adults have been met in part through interlibrary loan from the State Library collection, but no attempt was made to develop special resources in sections and regions of the State, except as this occurred in the half-dozen larger city libraries. Research resources were for the most part put into a separate category and left to the individual initiative of universities and research centers. At the other end of the scale, until the recent use of Federal money for several experimental programs for reaching underprivileged communities, very little attention was given to the extension of library services to segments of the population with limited educational and cultural background. The point is that in the not-too-distant past, and *including* the systems program, the Division dealt primarily with only a few bands of the spectrum.

The considerable gap which has existed in State attention to collegiate and special resources was recently filled with the establishment of an academic and research libraries unit within the

Development Division. The unit's activity is still limited, and a clear and long-range program is yet to be developed, but both have gained impetus and strength from the provision of a $700,000 State appropriation for 1966-67 for the development of a reference and research library resources network (the "3 R's" program).

Library service in elementary and secondary schools presents a special case, in that New York maintains a Bureau of School Library Service in the State Education Department outside the Library Development Division. This office has heavy responsibility at present for administering substantial Federal funds for school library aid. One school position within the Library Development Division is concerned primarily with liaison between the several programs in the Division and those of the school library bureau in the interests of meeting the needs of students in elementary and secondary schools.

New York has a program for serving the general, nonspecialized, nonstudent reading and library needs of its people (the systems program). A plan of development for advanced and research materials can be expected to develop now that a unit exists for this purpose and a State appropriation has been made to the same end. What New York lacks, however, is an overall development program to meet the needs of students of upper elementary, high school, and early college years, and to call upon the several types of libraries to handle the growing demands of young people for library resources. This gap is all the harder to explain because the library needs of students, both in their schools and in their communities, are not only quite self-evident and obvious (indeed, they are a prime matter of discussion at most professional meetings), but they are also patently educational in purpose, and New York State is dedicated to maintenance of adequate educational facilities for its young people. Until such a program is jointly developed by school and library authorities, the needs of students and of adults will be met only partially.

Currently, Federal money may also help start another phase of State library service—service to institutions (such as prisons and hospitals) and to blind and other handicapped persons living at home. In New York, as in so many states, this group has been neglected and, to a considerable extent, cut off from the printed and special materials that could help to maintain and expand their contact with the world. New York did not wait on the 1966 Federal legislation to plan for service to institutions and the handicapped, but anticipated this need and developed a plan for the purpose which can be implemented with dollars from Washington when they are available.

It would be a mistake to conclude that New York, having developed its "3 R's" and its institutional plans, in addition to the ongoing public library systems structure, is now complete and finished in its statewide library program. The very considerable gap in provision of resources for students has already been mentioned. Only parts of a plan exist for the provision of the whole range of nonbook materials. The "3 R's" development must fit into and utilize a new technology now emerging for the transmission of specialized information. Even in public libraries, actual service through New York State, for all its improvement under systems organization, still tends to be traditional and passive, and does not capitalize on the educational potential of this agency in a time of informational and cultural change.

In addition to further development within the several bands of the spectrum, there are the overall questions of how these distinct parts of a library program fit together. How will the emerging "3 R's" structure be related to the existing systems structure? How will both of these be related to school libraries? Is New York moving toward a coordinated statewide library program, or toward three unrelated segments? The questions take on significance in view of the fact that one and the same book may be sought by the student, by the general reader, and by the specialist and that one and the same individual may in turn be student, general reader, and specialist.

The Library Development Division still faces the basic mission which has been its reason for existence from the beginning: closing *gaps* in library resources, building *quality* in what does exist, and establishing *relations* among the several segments. But the mission is currently being much enlarged.

To grasp the present stage of growth and change in the Division, it must be understood that in the past it was an agency primarily for one group of readers and their libraries—the general reader and the public libraries serving him. Now it is starting, in varying degrees, to give attention to *four additional* groups of readers: elementary and secondary students, college students, special and research readers, and institutionalized and handicapped persons. The agency is only on the threshold of its work in these new sectors. The stresses and strains of these new commitments have hardly been felt as yet. The question is not so much whether the Library Development Division was equal to the demands of the recent past, but whether and how it can handle the much wider province to which it is now committed.

Activities of the Development Division

To carry out the several stages of development, the Division has added and continues to maintain a wide range of activities and services, of which the following is a partial list:

(a) chartering and re-chartering of public libraries
(b) consultation with local public libraries
(c) consultation with public library systems
(d) consultation with academic and research libraries
(e) service functions for public libraries—booklists, selection aids, exhibit material, etc.
(f) stimulating and developing fresh services in public libraries—audiovisual and young adults services, for example
(g) building of public library resources—central collections, for example
(h) backstopping public library resources—interlibrary loan, long-term loan, audiovisual materials
(i) building specialized and research resources
(j) promoting interrelated programs among libraries—processing among systems, student service among types of libraries in an area, data processing in a region
(k) development of personnel — certification, recruitment and placement, inservice training
(l) gathering and distributing statistics and professional information
(m) promoting, designing, and commissioning studies and research
(n) administration of State and Federal aid
(o) contact and coordination on library matters throughout Department of Education
(p) contact and liaison with State and national professional groups and organizations

Obviously these various activities do not occupy equal amounts of time and attention. Fifteen senior professional staff members were asked to estimate the distribution of their time, with the results shown below. This analysis does not include the Director of the Division, nor members of the Auxiliary Services Section or the Library for the Blind.

Field Consultation—Local Libraries	5.0%
Field Consultation—Library Systems	14.5%

Travel Time	9.3%
Office Consultation (primarily by correspondence and telephone)	14.5%
Training and Personnel Activities	13.7%
Information Assembling and Distribution	5.3%
Auxiliary Professional Activities (planning, staff meetings, conferences, liaison with groups and organizations, etc.)	20.3%
Handling Federal and State Grant Programs	10.2%
Internal Administration	7.2%

For a general view of how time of professional staff is used, this can be further simplified:

Development Activities (consultation, training, etc.)	54%
Travel Time	9%
Preparation for Development Activities	20%
Grant Programs	10%
Management	7%

Naturally there are variations in the distribution of time of individual staff members. A few do no field consultation, and only a few have formal management responsibilities. Yet it is interesting to note that the work of many of the experienced consultants divides into 20 to 25 percent in field work, plus 10 percent travel time to accomplish this, and 10 to 20 percent of time devoted to training activities of one kind or another. The other half of their time goes to meetings, correspondence, and a variety of housekeeping and recording activities.

One staff member devotes almost 90 percent of her time to the Federal grant program under LSCA, another over 50 percent, and other people are also involved in this activity. No doubt there is a measure of "development" effort, for example, in advising with a library board on a building for which it seeks Federal funds, or in conferring with the local librarian about a proposed plan for reaching out to underprivileged neighborhoods with the help of LSCA money, but there is also a very considerable measure of record keeping and processing according to governmental regulations. Experienced clerical and junior administrative staff should be provided to handle the nonprofessional part of this enterprise, thus freeing time of senior professionals for new development activities.

Certain of the activities and responsibilities listed above are shared with the Reader Services Bureau of the State Library—interlibrary loan, for example, and the backstopping of resources. The Development Division is concerned with policy, planning, promotion, guidance, and evaluation. Actual service (except in the case of films) is provided by other sections of the State Library.

Chartering activities for public libraries continue even at this stage of library development in New York. In the 5-year period of 1961-65, 39 new libraries were established and chartered. Population served by these new libraries was as follows:

2,500 and under	13
2,501- 5,000	9
5,001-10,000	1
10,001-25,000	11
over 25,000	5

Over half the new units established in the past 5 years serve less than 5,000 people—that is, over half fall below even the most modest of population standards for viable units. Field visits for charter purposes will have to be continued even if new libraries are not organized, because many established units have only provisional charters and must be visited again.

In view of the long list of activities of the Development Division, one hesitates to suggest any additional functions, but there are at least two of broad significance which should be considered. These are ***professional education*** and ***public information*** about libraries.

Two considerations highlight library professional education in general at this stage, and point in particular to State-level involvement. It is clear that the shortage of trained librarians is not being met and may be increasing. No program—whether of quality public library service, or of growing school service, or of evolving reference and research service—can get off the ground and keep going without qualified professionals. Further, a fresh look must be taken at the structure of library professional education, which is now in substance sandwiched into 1 year of study at the Master's level. It is possible that an adequate and suitably educated supply of librarians can be achieved only by mobilizing educational facilities on a multilevel basis, starting at the undergraduate level, including Master's work, and extending to postprofessional study both in library schools and in other graduate divisions of universities. This means a statewide library education program to go along with a statewide service program. It involves undergraduate and graduate facilities, public and private. The State must take the initiative in planning this development, which may well start with the question of proper organization for manpower utilization, and could affect certification requirements as well as the programs of a variety of institutions of higher education.

At present the Library Development Division does very little to bring library needs and opportunities to the attention of government and educational officials over the State and to the attention of the general public. There have been programs for library trustees, and State government officials have come to recognize the library potential as a result of both official and informal contacts; but the public at large still often holds the notion of the library as a repository for the cultural heritage, rather than as a working resource for people today. It is not proposed here that some fancy publicity or public relations program be mounted; but rather that it is the responsibility of a State that is investing considerable money in its libraries to launch a genuine informational effort, showing what has already been accomplished in New York in modernizing library service, gearing it for a period of educational, technological and cultural growth, and indicating what is needed next.

Policy Alternatives for Future Development

Another way of dividing the work of the Division is by means of two successive stages: (1) establishment and (2) maintenance of library units; first initiation, starting of a program, and then continuation, keeping it going. This distinction can be applied back 50 years to the earlier establishment of local libraries with State stimulation and guidance, and then their maintenance by means of State consultation. It also applies in the recent building of library systems, and is likely to appear again in the emerging reference and research structure.

As more and more programs are established, it follows that more and more have to be maintained. A cumulation of State activity and responsibility occurs as the statewide program grows. A current example is the relatively new unit devoted to academic and research libraries. While it as yet does not have nearly the number of staff positions as are devoted to public libraries, nor the several administrative divisions of the latter, these may be expected to develop in the normal course of events. There is also an additional maintenance unit for library services to State institutions about to be organized. While the analogy is not exact, this sequence of activity from establishment to maintenance can be compared to construction work which is then followed by repair work.

Several long-range policy alternatives are open to the Development Division: (1) to seek both to establish new programs *and* to maintain those that exist, or (2) to stress necessary innovation and new development, while allowing existing programs once established to carry on with minimum State guidance (in the sense in which the stronger city libraries have continued and developed without dependence on State-level consultation), or (3) to call a halt to new ventures and innovations on the part of the Division in order to consolidate the gains already made and the structure already built. The third of these is ruled out by the dynamic quality of library service in New York, and by the considerable portion of the job still undone. The second—that of reducing maintenance work with libraries and systems—goes contrary to the inertia of existing State activities. Without review, the first of the alternatives will almost surely prevail, that of seeking both to establish new programs and to maintain those that exist.

No absolute choice among the several alternatives can be recommended by an outside observer nor adopted in practice by administrators-on-the-job, but it is the beginning of wisdom to recognize that emphasis on one or another will have much to do with the impact that the Development Division will make on the libraries of New York in the future. If an inclusive policy covering both library development and maintenance of existing units is continued, the State must recognize that it is making a very broad commitment, one that will require ever-expanding staff if the manpower provided is to be equal to the mission to be accomplished. At the program level the Division is currently doubling or tripling its responsibilities with the addition of concern for students, for specialists and researchers, and for the institutionalized and handicapped. If the necessary staff and resources are not forthcoming, the effectiveness of the agency will be blunted; and if alternatives and adjustments are not considered, the State load could become so great that the total program would falter.

One choice open to the Division in the period immediately ahead is between retaining responsibility for the more than 700 local libraries in New York, or shifting additional parts of this responsibility to the 22 systems that blanket the State. Arguments can be presented on both sides.

Actually, the system program is by nature a shifting and decentralization of responsibility and activity to regions away from the State Capitol. Promotion of libraries, cooperative planning, consultation, inservice training of personnel, a first stop for interlibrary loans—all these represent a regionalization of functions which were formerly handled in Albany. The systems, in a sense, are agencies of the State; but they have in part grown up and struck out on their own. If this had not occurred, if Albany had retained full contact with 700 libraries, it would not have been able to mobilize itself and help put through the advances of recent years.

The question now is whether this natural growth can proceed further, thus freeing the central agency for new ventures. For example, shifting of local chartering, local consultation (with nonsystem as well as system members), inservice training of local staff and similar activities to the systems would relieve the State office in part of these responsibilities and free State time for innovation and modification in the statewide program. This would serve to integrate system and local development, so that there would be a unified program within a region. Another principle reflected in this direction of development is that of placing responsibility for government services as near to the people served as feasible.

This development would not mean that the State no longer would have any concern about chartering or inservice training, any more than the handling of interlibrary loans in the systems has taken the State Library completely out of the business. A staff member handling legal questions in Albany would still be a contact person for system personnel facing a chartering problem, and a training coordinator in Albany might well propose courses of instruction and prepare instructional materials. The principle which would apply is that systems should do as much as they can and carry forward as far as they are able, thus relieving the State office of trying to handle the whole range of demands and at the same time bringing the systems to full maturity.

The arguments on the other side are legal and practical. By law chartering is a State responsibility. Further, if in the future revised and clarified concepts of State responsibility for libraries are adopted, with the State having responsibility for a certain minimum of service to all the people, additional State-level legal concerns enter the picture. More explicit standards of local effort and performance will be needed, sanctioned by State law or regulation.

The practical considerations revolve first around the realistic question of whether standards and minimum requirements really can or will be applied to local libraries by agents working within systems. Such application is difficult in any case, and the more so when the controlling agency is partly a creature of the very libraries controlled. Then there is the question of whether local consultation or inservice training will be regularly and uniformly carried out by 22 units as compared with one State agency. On the first question it must be pointed out that the State itself has shown little inclination to develop and apply local standards, as shown in its acceptance of very small places for the chartering of new libraries. On the second point, it is quite possible that some variation in consultation activities among regions may actually be desirable, depending on the stage of development and of personnel available in each. On the other hand, there is the practical possibility of getting more immediate action, and more coherent action, if one rather than a score of offices is involved.

On balance, it seems that the advantages in moving on to further decentralization of extension maintenance activities within systems outweigh the disadvantages. There is no clear reason why the systems, having come as far as they have, should now stop just at the current point of responsibility. They could handle chartering visits, much of the remaining consultation, and more inservice training of nonprofessional personnel; and they would gain rather than lose strength in the process.

A related question has to do with the amount and closeness of consultation necessary and desirable between the Development Division and the systems themselves. The five systems either constituting or built around large city libraries have the benefit of strong local administration. The three large suburban systems developing around New York City also have both strong leadership and a structure of administrative and service facilities. The guidance which any *general* consultant, no matter how able, can bring to such agencies is definitely limited. It is interesting to note that these eight systems serve over 13,000,000 of the 17,000,000 people in the State, so that the general consultant staff is maintained primarily for some one-quarter of the population.

For clarification, it should be stressed that the above observations concerning the limited effect of consultants on large systems apply to generalists as distinct from specialists, who are discussed below. Further, it must be recognized that some systems are still in the stage of underdeveloped or developing nations, and need steady help. It would be rash and premature to say that no general field work is needed. The point remains, however, that a considerable number of systems not only *can* stand on their own feet for general administration and service, but actually *will* do so no matter what is done by State personnel. The number in this category will grow, and this is a healthy sign for the program as a whole.

In one way or another, the detailed field reports brought back from systems by the evaluation staff, in particular from the larger and stronger units, indicated concern in the field about defining and dividing local and system responsibility on the one hand and State responsibility on the other. For several reasons this is not surprising. The relationship between State and region naturally changes as systems develop. At times the division will inevitably seem vague and uncertain. If a neat line of divided responsibility is drawn through what is essentially a continuum, it can readily seem arbitrary. Growing pains are inevitable in a developing enterprise, and at a certain stage the way to correct them is to give the organism more rather than less freedom, putting it more completely on its own inherent resources. For the smaller and less developed systems, the State policy should be to shift field maintenance functions to the local region as soon as feasible. Theoretically, the general consultants will have achieved their goal when they work themselves out of their jobs, with library units of genuine strength throughout the State. Actually, this will not occur for some years, but it is a goal worth keeping in mind.

It cannot be claimed that this further shift in balance between State and systems will make a marked change in the load on the State agency. It was noted earlier that all field and office-based consultation (separate from training activities) by senior professionals occupied some 43 percent of their time. (This includes development of specialized services, audiovisual, for example, which are not under discussion at the moment.) It is within reason, however, that a planned and phased reduction in general consultant time could save up to one-half the present time of generalists, which means some 15 to 20 percent of total present effort of the Division. This would be just enough to make some impact on new needs and opportunities now emerging, and avoid getting the balance too much over on the side of maintenance of past programs as against innovation of fresh approaches.

All this would not mean elimination of general consultant services. A smaller generalist group of very competent and mature consultants would provide individuals on the State staff who know each system as functioning units, who could work with them on broad questions of development, and who would represent the systems in planning councils at the State level.

There is another basic possibility for the Development Division to consider, as an alternative to a steady cumulation of additional positions and organizational units. This is contracting out specific activities to agencies with special competence for the purpose. New activities are sometimes best handled this way, as for example if a program of public information on library service is to be inaugurated, it might better be conducted by a publicity organization. Portions of ongoing services can be considered for contracting, as for example the preparation of instructional materials for inservice training. Outside experts may well be able to do such jobs more effectively and efficiently. At the same time, the State Library would avoid adding another staff group plus space and equipment, and would have a short-term commitment for the period of the contract rather than the long-term commitment implied in hiring permanent staff.

Still another possibility for contractual arrangements is for ongoing services for which there is a stronger and more logical base outside the State Library. For example, despite the working collection of films now maintained by the Development Division, New York State lacks an extensive and specialized resource of material in this form. The present working collection could be used as a start for this purpose. But the alternative should also be considered, of contracting out this function to an existing major film collection outside Albany. The question is whether this approach, for whatever dollars are spent, would result in a stronger collection and greater capacity for interlibrary use over the State.

The several advantages of functional contracts—expert personnel, prompt service, lack of overload, freedom from long-range commitments—are exemplified in the use by the Division of outside research organizations to conduct special studies, rather than establishing and maintaining a research branch in the Division.

The Library Development Division has clearly been an effective agency in recent years, particularly in building the systems program. This has resulted at least in part from clarity of purpose and focus of effort. The accumulation and organization of new activities must be watched in these next years, so that these essential qualities are not lost.

Organization of Library Development Division

The organizational structure of the Division naturally reflects the program of the agency and the stages of library developments in the State. The sections now involved are:

General field services—Section A
General field services—Section B

Special field services
Standards and materials development
Auxiliary services
Academic and research library services

General Field Services

The largest number of professional positions apply to general consultant work with local public libraries and library systems. These are the traditional public library services—providing information, advice, stimulation, training, and legal control—that have grown as the systems program developed. This activity is extensive enough to be organized into two units, Section A and Section B, each handling designated geographic areas and systems. These sections have also been assigned the administration of Federal grants, one working with the services title and the other with the construction title of LSCA.

In the last dozen years, particularly since 1958, the field services have had a central focus and a strong sense of purpose in the development of systems. The sharp edge may be off this sense of mission now that the State is covered by systems and most have a degree of strength and ongoing capacity of their own. For all the great contribution of general field services and the quality of personnel engaged in this work, the impression currently gained is of a less clear and unified program and of some diffusion and vagueness of effort, which is being further diluted with increasing responsibility for administration of Federal monies.

Special Field Services

A unit of special field services has been developed to promote various specific phases of public library service: adult service; young people's service; children's service; more recently, audiovisual materials and services; and most recently, school library liaison. Each phase is represented by one professional staff member, who seeks to develop his aspect of service over the State, particularly with the smaller systems and local libraries. In this unit there is a clear enough sense of purpose and function; one gets the impression that here is where the action is, having shifted from the general consultants. The specialist section has its problems, however. A major question for the unit is one of reach or impact: How can one individual influence a sector of service in 22 systems and 700 local libraries? Also, as these assignments stand, they call for a selectivity in action, a concentration and persistence, and high mental and physical energy—a combination that is rare in any staff. A third problem is that, while the effort is properly made by the special consultants to work through their service counterparts on system staffs, some systems lack a young people's specialist, for example, or a staff member working exclusively with children's or adult services, or a qualified person for audiovisual services.

The existing State specialties parallel those which the systems seek to maintain—adult service, young people's service, children's service, and audiovisual materials. If the systems are again regarded as functional arms of a statewide program, promotion of the several basic services might well be handled at the systems level, with full responsibility for service development there, thus freeing the Albany office from working the same groove again. Looking to the future, the specialists in the Development Division might better be experts in aspects of library service and management that are not and cannot be expected on many system staffs—a building specialist, an operations efficiency expert, a specialist in reaching nonusers, a data processing expert, a specialist in communications among librarians, etc. Such individuals would move into particular systems as programs demanded, as when a major new building is being designed.

If the present service specialist positions are maintained, their activities and functions should be reviewed to be sure energies are not diffused with little effect. Without selectivity and concentration, there is danger that statewide service specialists will simply put an occasional pail of water into an ongoing stream, rather than really influencing flow or direction.

It might well be a useful exercise for each of the specialists to develop a specific program, outlining exactly what is to be accomplished in a certain number of years—this plan to be reviewed by and shared with the systems, as well as other members of the Division staff. Also, the division of responsibility between the State service specialists and the comparable systems specialists should be clarified. With such plans in hand, it would be easier to determine whether the present specialties are those most needed, or whether some newer areas might better be pushed at the State level. It would seem better to put the weight of promotion of service to age groups at the systems level, to push audiovisual programs from Albany for a period until this aspect of library service catches up, and to start shifting to the unique State level specialties that will be needed in the next ten years.

Standards and Materials Development Section

The name of the new Standards and Materials Development section does not clearly reflect its present activity. This unit publishes the monthly *Bookmark* and develops aids needed in the Division's ongoing program. It is therefore a kind of communications section, extending the contact of the several consultant staffs with librarians in the field.

The "standards" part of the title is an anomaly at present, in that New York does not have standards for the several types of libraries (other than the very minimum regulations for chartering of public libraries), nor are formal standards being developed at the present time. Putting responsibility for standards into a communications unit does not seem logical and, in fact, the work that is done on standards seems to occur outside this section. On the other hand, the total range of communications is not located here, because interlibrary communication by means of TWX is a specific project in one of the general consultant groups. As to the regular communication that is carried on, there seems to be no probing for or searching out of new channels or content of information for the field, nor any reaching for possible new audiences and media (such as materials for trustees, information for potential recruits to librarianship, or programmed instruction materials for nonprofessionals). The section functions as an aid or arm of the Division's general development program, and waits upon clear-cut demand or request before considering new activities. Here again a clarification and sharpening of purpose is in order.

Auxiliary Services Section

The Auxiliary Services Section (once known as "Traveling Libraries" and more recently as "Special Services") has a variety of responsibilities, associated loosely around the provision of resource materials for libraries. A collection of films and of phonograph records is maintained as a backup for individual libraries and library systems over the State. The handling of Central Book Aid orders is assigned here, and a demonstration bookmobile program has also been based in this section, although the latter program is now being phased out. These several activities contrast with the consultant and development work done by other units in the Division, and appear to be more akin to the backstopping function performed by the general collection and the readers' services provided by the State Library.

The whole area of nonbook materials for library service in New York State needs systematic development in the next period. By and large, public libraries have remained book-oriented institutions and have not realized the potential of recorded communication in other forms. New York libraries may be a step ahead on this, but not a large step. A report by Harold Goldstein[3] proposes retention of film service as a State function, but with materials provided by the State agency to be at a level distinctly above the scope of film and audio materials in the various systems. To accomplish this, it will be necessary to modify and specialize the acquisition program for films by the State, and this is a point where the door should be left often to the possibility of contracting this high-level film resource service to a library already working at this level in the State. Whether the actual provision of material is done within the State Library, or by some other unit, there still remains the considerable job of planning and promoting more effective audiovisual service throughout New York.

Possibilities for Reorganization of Division Activities

The organization of the Library Development Division was not studied in sufficient depth to justify final recommendations for reorganization. Considering the existing structure of the Division and the present and emerging function in its public library sector, however, the major and natural grouping of activities appears to be as follows:

(a) legal and financial administration, including State and Federal aid
(b) general consultation with smaller and less developed systems
(c) specialized consultation throughout the State
(d) personnel and training
(e) information assembling and distribution

The first of these distinct functions is now absorbed in the general consultant activities. A possibility would be to extract and combine this legal and financial work in a single, separate section, including the extensive activity with Federal aid. The result would be a staff not oriented directly to the field, but more toward matters of financial aid, law and regulation. Staffing of such a group, while requiring a small number of high-level professionals would properly involve a number of experienced clerical and junior administrative positions for handling the processing involved.

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[3] Harold Goldstein. *The Future Role of the New York State Library in Statewide Audio-Visual Activities: A Survey with Recommendations.* 1963. (An up-dating of this report is scheduled for completion in early 1967.)

With such a unit to handle and enforce matters of law, regulation, and financial aid, consideration should then be given to consolidation of the general consultant staff into one administrative sub-unit. Field workers in this unit would constitute the general stream of contract between the State office and the 22 systems, with particular attention devoted to the 14 systems not centered in large metropolitan areas. There is no implication here that the general consultant positions should be less significant or less senior than those in other sections; on the contrary, the principle here would be fewer but stronger people, capable of dealing with the library opportunities and development of the future in systems over the State.

The group devoted to developing special services has already been commented upon. This may well be a growing unit, and a staff which should achieve greater depth and diversity, even while the general consultant staff is consolidated. In any case the two groups would have to work closely together. The questions before this unit are not organizational but internal: on what special services the State should take leadership, and how one specialist in an emerging area, sitting at a desk in Albany, can influence development over a state.

A Personnel Section, as contemplated here, would not be limited to one or a few portions of this topic, but would have responsibility for planning and development of the total library staff resources of the State. While some direct training might be done by this group, much more should be handled either at the systems level or by means of commissioned educational institutions and individuals. The section within the Library Development Division would have responsibility for determining personnel needs, encouraging recruitment, planning the necessary training facilities, and providing instructional materials and other resources which would best come from a central source. Personnel responsibilities at the State level should be seen as extending well beyond training. A primary concern of this unit should be more effective use of manpower in libraries, by fully capitalizing upon professional competence rather than dispersing advanced skill in routine technical procedures, and by development of library aides and technicians to extend what will inevitably be a limited supply of top professionals, both backed up by the most efficient record-keeping and data-processing equipment and methods.

The Information Assemblying and Distribution unit has also been commented upon previously. Once again the conception here is not limited to present activities, but rather involves the whole scope of communication between libraries, between the State and libraries and librarians, between the Division and the Education Department, and between the Department and the citizenry of the State.

The present report originated as part of the systems evaluation, and was not designed to examine the State program for reference and research library service. It is clear that an organization for this range of functions must be built up in the Division, parallel to the activities already developed for public libraries, but no valid observations can be offered on this aspect of the Division's work. It is to be hoped that as this additional group of positions and sections is extended, the principles implied in this report will be observed: definition of the distinct function which the State should play, emphasis upon innovation and development as the title of the Division implies rather than becoming immersed in maintenance activities, consideration of outside commissioning of specific jobs rather than automatic adding of new positions in the State organization, and unusually high standards for the personnel involved.

Administrative Questions

In the course of examining the program of the Library Development Division, certain administrative problems within the Division naturally came to light. Those are commented upon briefly here that bear most directly on the present and future systems program, which is the subject of the present study.

An undue load rests upon the head of the Division under present organization. To a significant extent this position requires out-of-office work at the policy level—with the Readers' Services Division of the State Library, with other units in the Department of Education, with research organizations and contractors conducting commissioned studies for the Division, with statewide library groups and associations, and with Federal and national officers and programs. A Director who has heavy responsibilities outside should have a simple and effective structure of coordination within the staff and office. However, the Development Division contains five sections with arbitrarily-divided segments of the statewide public library program, which call for close and constant direction and coordination, and a relatively new section devoted to academic and research library service, which must be built up in the period immediately ahead. The situation calls for a grouping of present functions into two bureaus within the Division, thus providing two middle-level positions, one for the public library work and the other for academic and research libraries. The Division head would thus have two senior coordinators through whom he would work, rather than six section heads, whose work he must direct and relate to each other. The ongoing program could be built and directed more effectively under this plan, and at the same time additional time and energy would be available at the top level for opening up and developing new facets of a statewide library program. The present Division head has already proposed a reorganization along this line, the need for which was further documented in the present study.

A further step which seems equally indicated, but for which no plans have been made, is the completion of the range of State library activity by including school libraries within the Library Development Division. This would be a third major bureau, along with public libraries and academic and research libraries. Arguments can be presented back and forth, and at length, as to placement of school library service within the administrative structure of a complex Education Department. What it boils down to is that libraries overlap, students use resources in whatever category of library, and a unified program of statewide library development is needed. Every field report in the evaluation study of library systems showed that students are the single largest group of public library users, so that it is a mistake to put school libraries into one category and public libraries into a separate and distinct category. The proper location for school libraries in the State organization is where they will be recognized for their full potential, where they will be vigorously developed, and where they can be directly related to other libraries—which in the New York State Education Department means the Library Development Division. No matter how this is handled there will be need to watch coordination, either with the instructional divisions if school libraries are in the library division, or with other libraries if they are in an instructional division. The determining factor is to put them where the library action is, and at the same time to centralize the State's efforts for library development.

Building of quality staff is always difficult, and the more so in the case of state field personnel. Librarians are service-minded—and state positions remove them several steps from direct service. Librarians have many opportunities to settle into professional positions in attractive locations—state consultant positions require them to move over the state. The quality of staff of the Library Development Division is for the most part high, and particularly so considering these employment conditions of state work. In a few instances some uncertainty and possible lack of effectiveness was noted in members of the staff group. In all cases it is going to take most competent and high-level personnel to keep ahead of the fast-moving State library program. And emerging needs call for planned adjustment in staff specialties, toward new competencies needed to carry out fresh advances as against the more traditional abilities needed for maintenance of past accomplishments. It is the nature of state programs that they need different personnel as progress occurs from one to another stage, or personnel that has the flexibility to grow into fresh assignments.

The hard, practical question of salaries enters into the staff equation. Staff consultant positions should be filled by individuals who are at least equivalent in professional judgment and leadership to the library administrators with whom they will be dealing. To get and hold such people it will be necessary to pay them at least as much as they could get in one of the positions in the field. The competition for good people is keen, and the overall shortage of senior library personnel is very real. New York in the past had a salary scale which attracted qualified individuals, but the competition has caught up, and an increase in scale for Library Development Division staff members is now overdue. Unless it is forthcoming in the near future, the opportunity that New York has to build a genuine and quality State library program will not be realized, and in fact it will prove increasingly difficult to preserve what has already been accomplished. A state should not take on responsibility for important parts of the educational system unless it is prepared to maintain the salaries necessary to provide the personnel equal to the mission.

Conclusion

Public libraries outside of large cities have been notoriously weak in the various states. The systems plan in New York has discernibly raised the level of library service available to children seeking good reading, to students needing supplementary materials for schoolwork, and to adults trying to keep up with the world.

The Library Development Division deserves a definite share of the credit for this advance. Senior personnel of the Division sat in and contributed to the public commissions and planning councils that outlined the broad structure of library systems. Division staff then took the broad design and applied and modified it for a large and varied state. Field workers went out and proposed, explained, assisted in the establishment of coordinated groups of libraries. Guidance came from the Division as systems grew, and services to back them up, and research to probe for new paths—along with responsible and judicious management of State funds provided to support the program. And it was the Division that proposed that the library systems be evaluated, to see what really has been accomplished, and what still needs to be done.

Public leadership is often an ambiguous term, and particularly so when applied to state agencies that seek to develop some aspect of public life that is administered locally. In the sense of proposing new lines of advance, and then of preparing the way for local action and helping to guide that action, the Library Development Division has played a leadership role in the improvement of public libraries in New York. The Division has accomplished this while preserving the delicate balance of State initiative on the one hand and local autonomy on the other.

The present evaluation of the systems shows growth in availability and use of books for general educational reading through public libraries. It does not as clearly show advance in range and quality of personnel services. It reveals distinct shortcomings and unevenness in resources and staff at the level of study and subject materials. Finally, the evaluation, while indicating a definite degree of progress in general public library service, by this very fact underlines the urgent problem of relating and integrating this service with school libraries and with college, research, and special libraries.

The Library Development Division faces a new situation and a fresh challenge. The systems structure has been built, and affords a basis for educational library service unique in the history of public libraries. The Division's task now is to release this educational potential of public libraries. At the same time, New York's library provision for students and for specialists must be improved. The total task is well started, but it is far from finished.

The library extension agency in New York reached out after World War II, going beyond the traditional role of advising local libraries upon request, to pioneer a plan of improved and coördinated public library service. It took hold of State legislation and State funds in 1952 and again in 1958 to move the program forward. Now once more it leads the way in seeking to build up reference and research resources. What is emerging is a genuine statewide plan for library development, and the Division must again re-focus its policies and its staff assignments in order to move into the next stage of development.

Summary

1. It is recognized by leaders in all branches of education that the role of the State in practically all educational matters is an increasingly important one. In New York State, the role of State government in the public library effort includes financial support, legislation, leadership, and many services which are most logically performed at the State level.

2. The placement of the public library activities in the State Education Department, under the Board of Regents, helps to identify public libraries as a legitimate part of the State's education enterprise, and has been an important factor in the development and implementation of the systems program.

3. Closer coordination of school and public library programs throughout the State is a "must." At the State level, this should be achieved either by a genuinely-coordinated program between the separate school and public library agencies, or by appropriate reorganization and centralization of the library function in the Education Department.

4. The development and acceptance of the library systems program and other forward-looking library plans in New York State and their embodiment in a favorable body of law has been characterized by a close working relationship among all of the library interests in the State—librarians, trustees, government officials at all levels of government, and others. State leadership that will assure the continuation of this kind of cooperation is critical.

5. The accomplishments of the Library Development Division for a number of years past reflect steady progress toward a series of defined goals, most of them having to do with the development of the public library systems program.

6. Although programs, and in some cases positions, are being created in the Library Development Division which are at least partially corrective, major gaps in the Division's program have existed in respect to library service (1) to students, (2) to segments of the population with limited educational and cultural backgrounds, (3) to the populations of institutions such as prisons and hospitals, (4) to blind and other handicapped persons living at home, (5) in the employment of the full range of nonbook materials, and (6) in the employment of new technology for the transmission of specialized information.

7. Another area which should be a major concern of the Division has to do with the relationships of emerging programs to each other

—whether the public library systems, the reference and research library systems, and the school libraries will constitute three separate programs or a single coordinated program.

8. Two additional functions of broad significance which should be considered by the Library Development Division have to do with professional education and with public information about libraries.

9. In order to describe some eventual limits to the ever-expanding responsibilities and staff of the Library Development Division, it is suggested that the systems might be made, to a greater extent, arms of the State and take over more of the work with community libraries—chartering and registration activities, inservice training, consultation of all kinds, and similar activities. Such a shift should make possible a substantial reduction of general consultant time in the Division. A stronger emphasis on innovation and development activities is also implied.

10. Whenever possible, consideration should be given to contracting for services from other libraries and commercial or public non-library agencies, in preference to cumulating staff and overhead within the Division.

11. Specialists on the staff of the Division should, as much as possible, be experts in aspects of library service and management which are not and cannot be expected on most system staffs—a building specialist, a data processing specialist, etc.

12. Clarification and sharpening of purposes of the Standards and Materials Development Section is recommended.

13. The Auxiliary Services Section relates more closely to the backstopping functions of the State Library. The whole area of materials development requires careful analysis, always with awareness of the possibility of contracting for such services from others.

14. Suggested groupings of the Division's public library responsibilities are as follows:

(a) legal and financial administration, including State and Federal aid
(b) general consultation with small and less developed systems
(c) specialized consultation throughout the State
(d) personnel and training
(e) information assembling and distribution

Although the present report does not deal with the Reference and Research Library Resources program, it is suggested that as this work develops it should follow the same principles outlined here, with strong emphasis on innovation and development in preference to "maintenance" activities.

15. A major function of the New York State Library is backstopping the libraries of the State, although the State Library is handicapped because its role in backing the systems has never been clearly defined. It is suggested that the State Library ought to be the primary backstopping library for the systems for materials which are not available at the central library level. It would not be expected that the specialized reference and research type of requests would generally be filled by the State Library, but that the State Library would itself refer these to other libraries which might be able to fill them.

CHAPTER IX

MANAGEMENT

Throughout this report there have been repeated references to aspects of the library operation which are essentially matters of management. This refers to cost, efficiency, speed, and effectiveness of library functions once professional judgments have been made. Although the distinction between functions which are primarily professional in character and those which are management-oriented does not seem to have been generally made in library practice—indeed, there often seems to be a reluctance among librarians to characterize any library operation as a management function—it is important for a number of reasons to make such a distinction. It is not unusual in government agencies to find basic value judgments relative to programs of public service being made by management units, at the same time that management problems are being dealt with by professionally trained and oriented program personnel.

A few examples will help to illustrate the kind of distinction which needs to be made between these two specialties. In the field of technical processing, for instance, it is the job of the librarian to decide what scheme of classification will best serve the needs of that library, what kind of catalog or other locator tool is needed, and probably where a particular acquisition should fit within the scheme adopted. When these and similar decisions about *what* is needed have been made, most of the remaining operations tend to be mechanical and repetitive in nature. They relate to the question of *how* to do most efficiently what it has been decided should be done.

As noted earlier, much of the success of the interlibrary loan function of libraries depends on good management practice. After the professional judgment has been made about what materials will best meet a borrower's expressed need, the business of routing the request; packing, shipping, and photocopying materials; cost; etc., is strictly in the province of management. It is obvious that these latter aspects of the interlibrary loan transaction can make or break it, from the point of view of user satisfaction, just as quickly as professional failures can. There is a good deal of evidence, for example, that just poor library housekeeping accounts for a significant percentage of interlibrary loan failures.

Example could be piled on example of aspects of the library operation which are not strictly professional; i.e., they are not unique to librarianship, nor do they deal directly with the fundamentally professional task of matching library materials to library users; yet they are critical to the successful conduct of the library operation. The important point is that they are most amenable to solution by management principles and methods, and a background of management experience and training (which could be applied equally well to the manufacture of shoes or airline scheduling) might be more pertinent than a "professional librarian's" training. Naturally, it is no less important that the judgments which are essentially "library" in nature be made by library-oriented persons.

It is not possible in a general evaluation study such as this one to intensively explain the many management problems which present themselves in libraries. Nevertheless, the wide variations in costs and in results from system to system say plainly enough that they are there. A few of the more obvious or important problems encountered during the study are briefly reviewed in the following paragraphs, mostly in the hope that they will eventually be given more expert attention.

Centralized Processing

Early in the course of the evaluation it was clearly recognized that the materials processing operations now being carried on by the library systems involved management considerations for the most part. For this reason, and because of the magnitude of the task, a firm of management consultants was employed to carry out a study to ascertain whether there would be benefits in further centralization of processing and whether computer techniques could be used to advantage in the processing operation. Subsidiary questions were also raised, such as whether public library systems should attempt to do processing for schools and junior colleges. Not the least of the reasons for initiating the study was the hope that it might suggest some new approaches to a type of catalog for member libraries which would be of greater value in interlibrary use as well as possibly saving money, time, and effort. The fact that slightly more than one-third of all the State aid going to systems is devoted to materials processing lends additional importance to this study.

There follows a summary of the report of the study as prepared by Nelson Associates, Inc., and containing in brief compass the major recommendations and conclusions of the survey, as well as the most important findings.

Recommendations and Conclusions

The two central questions of the survey and the answers obtained thereto are summarized below.

I. What is the optimum number of processing centers which should be operated for the public library systems of the State?

1. For cataloging and acquisitions, one center is proposed to meet all the public library needs of the State, including those of New York City.
2. For physical processing, three centers are proposed to meet upstate needs; for New York City, it is suggested that physical processing not be further centralized for the near future.

II. What is the best method for the development of catalogs for the member libraries of the systems?

3. For the six or seven largest libraries in the State (Brooklyn, Queens, New York Circulation Department, Rochester, Syracuse, Buffalo and portions of the State Library collection are specifically suggested) a union catalog in book form is proposed, marked to show the holdings of these largest libraries and designed to supplant their card catalogs. Such a catalog is also seen as a finding tool for librarians and patrons statewide.
4. For approximately 180 of the next largest libraries in the State, nine regional catalogs in book form are proposed, each marked to show the holdings of the 20 largest libraries in the region, and designed to supplant their card catalogs.
5. For all libraries whose holdings are not shown in the ten catalogs referred to above, it is proposed that catalog cards be produced by the statewide cataloging center for filing in presently maintained card catalogs, except in instances where no catalogs are required.

III. In addition:

6. Computers should be used extensively in acquisition, catalog production and for producing certain materials for physical preparation.
7. The proposed processing network can be expected to produce savings annually of approximately $880,000 on a statewide basis.
8. In addition, to the extent that member libraries accept network services as substitutes for processing activities they now perform, further savings can be realized.

9. It is not economic to produce for each of the systems a union book catalog showing members' holdings.
10. The reorganized processing and cataloging arrangements should at first serve only the public libraries of the State. Only after the system is operating smoothly should consideration be given to accepting the added volume and other complications implicit in serving other constituencies such as the school libraries.
11. A period of about 3 years will be required for necessary system design and programming. Subsequently it is estimated that a 2-year period of testing and phased implementation will be required before a smoothly operating statewide program can be achieved.
12. If a consensus exists that the recommended program should be pursued then it becomes urgent that consideration be given to those issues which must be settled before firm action can be taken. These issues include organization structure, financing, location, and catalog conversion.
13. Analysis of costs and benefits reveals that the New York City systems and the Upstate libraries have much to gain from a program which includes both.

Major Findings

1. Differences in cataloging methods among systems are not of themselves great enough to preclude a single cataloging center serving all 22 systems.
2. There appears to be a curvilinear relationship between the number of items processed in a centralized processing operation and the cost per item of doing the processing. The most uneconomic volume appears to be about 100,000 items annually. As the volume decreases from that figure or increases from it, at least up to 400,000 items annually, the cost per item tends to decrease.
3. On the whole, member libraries of the public library systems appear to be well pleased with the centralized processing services they are now getting from the systems.
4. The complaint most often made by member libraries about the processing services is that material ordered through the systems is not delivered as fast as it should be. About one-fourth of the Upstate member libraries appear to have a complaint concerning this aspect of system centralized processing.

5. Altogether in 1964–64/65[1] the 22 systems cataloged or had cataloged for them about 262,000 titles of materials new to the individual systems. It is estimated that of these 262,000 only some 45,000 represented unique titles.
6. In 1964–64/65 the 22 public library systems of the State spent about $3,630,000 to process 2,046,373 items. The average system processing cost per item was $1.78.
7. Of the total spent on processing about $1,930,000 or 53.2% was spent by the 19 systems outside New York City for the processing of 1,043,063 items, or 50.9% of the total items processed by the public library systems in the state in 1964. The average processing cost per item for these systems was $1.86.
8. The three New York City systems spent 46.8% or about $1,700-000 of the total expended on processing by the systems. These three systems handled 1,005,770 items or 49.1% of the total items processed by the systems of the state in 1964–64/65. The average processing cost per item for these systems was $1.69.
9. In 1964 it is estimated that member libraries themselves spent from $950,000 to $1,200,000 on the processing of materials. This amount is in addition to the $3,630,000 referred to in Finding 6.
10. Including items processed locally and local costs of filing cards supplied by systems, member libraries and systems thus spent over $5,000,000 to process about 2,400,000 items, for an average total cost per item in excess of $2.08[2]

Book Selection

Books—providing and interpreting them—are still the principal stock-in-trade of public libraries. It is understandable, therefore, that all systems in New York have placed a great deal of emphasis upon helping local libraries make "the best" use of their often very limited book budgets. They have labored to improve the quality of local collections by assisting in their renovation, providing guidance in selection from the deluge of current publications, and offering training designed to prepare local library personnel to exercise sound independent judgment in selection. While the systems evaluation did not gather any cost figures relating to this general program, it is clearly an expensive one in terms of system and local staff time. Another overall impression is that, by professional standards, the quality of local collections in small communities is substantially better than it was in 1957 and that this program, together with the infusion of new money and Library Development Division community librarian training courses, deserves much of the credit.

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[1] Figures for Upstate systems are for calendar year 1964; New York City systems are for the fiscal year 1964-65.

[2] *Centralized processing for the public libraries of New York State.* Nelson Associates, Inc., a survey conducted for the New York State Library. 1966.

The subject of book selection might just as appropriately have been treated under any of several headings in this report; it is discussed here, as an aspect of management, because it is felt that the kinds of problems which attend present book selection practices may be most amenable to a management approach.

All of the New York State systems appear to place a high priority on judicious book selection, and devote a great deal of time and effort to promoting it among their members. None has been particularly successful, however, in combining this approach with making current material available promptly in the member libraries —a feat which is becoming increasingly difficult because of the sheer volume of the publishing output. Furthermore, when viewed from a statewide approach, there is an immense amount of money going into procedures which duplicate each other over and over for the sake of individual choice, when actually the balance of acquisitions in any two libraries of similar size will end up the same anyway.

All of the systems provide assistance in current book selection in two or more of the following ways: (1) inservice training sessions in principles and techniques of current book selection, (2) provision of one or more current reviewing media, (3) book meetings, (4) book lists, and (5) continuing display of prepublication material. Where all of the above receive considerable emphasis, there appear to be benefits for large, as well as small libraries.

(1) and (2) Inservice training and reviewing media are most appreciated by the smaller members. It is quite evident that know-how in principles, techniques, and tools has developed in many places where it did not exist before the system establishment.

(3) Book meetings (fortnightly, monthly, or bimonthly) where new books are displayed and discussed are a more controversial subject. They appear to be traditional in the large and older city-centered systems and are founded on the principle that the soundest book selection occurs through reading reviews plus discussing and examining the material under consideration. Some consultants in the new cooperative systems feel that providing this opportunity during the publication deluge is one of the most important things they do. On the other hand, such meetings are severely criticized in

some systems and have been discontinued in a few. The reason reported most frequently was that members had already reached selection decisions about material discussed. In one system which does not hold such meetings and where members can order at their own pace, directors who had also had experience in systems which emphasized regular meetings felt their own selection was not much affected by them except to be slowed down. The quality of system staff reviewing was also a factor in adverse comments in some areas. In the more rural systems, however, the staff in the majority of small libraries that were able to send representatives found the book meetings helpful and rewarding. (In only a few systems do over half of the members send representatives regularly.)

(4) Every system does something with current book selection lists and in some their preparation consumes an alarming proportion of staff time. The pattern varies with some systems producing separate lists at different frequencies for children, young adults and adults and some issuing one list fortnightly, monthly, or bi-monthly. Some lists are annotated, some keyed to reviewing media, some neither, some both. The extent of coverage also varies widely. For example, in a year when over 28,000 books were published in the United States, one system included over 12,000 titles on its various lists while another included less than 1,000. In some systems, the coverage also does not seem to have any relationship to Headquarters opinion concerning the number of fresh items that should be exposed annually by even the smallest member. The system that listed less than 1,000 new titles felt members needed 2,500 to 3,500 fresh ones each year and its program of bulk loans from the pool could in no way make up the difference.

As with inservice training and meetings, system staffs have difficulty in making their lists of equal value to large and small libraries. On one hand, the lists are criticized for lack of scope and depth; on the other, for being geared to the needs of large libraries with big budgets. Those issued by systems in rural areas and in areas with a relatively high proportion of adults with less than high school graduation or with a large retired population are also criticized for lack of inclusion of "the lighter reading fare the system staff frowns upon." The evaluation staff has also criticized them for minimal attention to free and inexpensive materials and government documents. (This last also appears to be an accommodation for centralized processing. In more than one system visited, centralized processing staff admitted that handling pamphlets, documents, and a load of continuation orders was about the last Pandora's box they cared to see opened.) There are only a few examples of intersystem cooperation in current book selection list preparation and distribution, and the large amounts of system time being spent by many professionals on independent evaluation and annotation of the same published material is certainly open to question. Although, even to some librarians it does not seem necessary, the problem may prove most difficult to solve. Most professionals at the system level were schooled in the philosophy of judicious book selection and have some training in reviewing and annotation. They are convinced that selection of current materials at the local level is on the whole better because of their lists, and interviews in most small libraries support their conviction. They admit, in most cases, that the preparation and use of lists can add to the time lag between the publication of a book and the local library's decision to purchase, and so delay availability to the public, but they attach more importance to judicious selection than to prompt public access. Moreover, they can point to many libraries (probably as many as half serving under 5,000) where lists are responsible for much *prompter* availability, because these libraries now order once or twice a month instead of one to four times a year as in presystem days.

What they do not seem to realize is that many members have, with their help, grown up. Delay in receipt of current material was a point of concern in almost every local-level interview—even in most libraries that formerly ordered once or twice a year. One system (perhaps more) is trying to meet this problem with a brief, biweekly prepublication list with brief annotations of books expected to have heavy demand because of the author's reputation, subject matter, etc. It is a high priority, order-checklist and is reported to be at least partially successful in speeding up availability of popular material. Another is experimenting as a jobber for the members, purchasing processed material on or before publication date in anticipation of member library orders. This, too, is reported to be at least moderately successful.

(5) Several systems have Greenaway Plan arrangements whereby they receive prepublication copies from publishers. The number of publishers involved varies widely (from less than 20 to nearly 100). The books are usually available for examination by members at headquarters and are also used as a basis for annotated lists or order checklists and for discussion at book meetings. At first glance, this would seem to provide a key to prompt availability at the local shelves, provided that members take advantage of the opportunity and their orders are processed promptly. Unfortunately, relatively few members are reported to take advantage of the opportunity regularly and most systems hold the checklists to coordinate a mass order.

In summary, it may be said that probably all of the efforts which systems are making to improve the collections of local libraries have been useful; collections have been improved, in some cases dramatically. The fact remains, however, that (1) the present methods being used to select books for purchase in member libraries are contributing substantially to the serious time lag which exists between publication of materials and their availability in libraries, and (2) the cost of preparing lists, reviews, and other selection devices is an extremely expensive duplication of services, which should be carefully justified if it is to be continued. Studies might well be conducted to determine what proportion of current acquisitions are common to libraries of various sizes, and to learn where the book selection effort is and is not accomplishing a useful purpose.

Units of Measure

Any attempt to evaluate library programs is seriously hampered by an almost complete lack of means of measuring use or effectiveness. The public library systems have devoted little attention to this situation and there is no discernible awareness that it is serious. The only guide to library use which is consistently kept by all libraries is circulation, or books borrowed; and in most cases this is not analyzed in any depth to determine what books are borrowed or who borrows what. Some form of registration records are kept in most of the libraries, because the Library Development Division asks for this on its annual report form, but most library directors indicate that the way the records are kept makes them questionable, and it is obvious that for comparative purposes they are worthless. Some record of reference questions is kept by most libraries, but again there is almost no standardization, even within systems.

What this means is that only a very few libraries in the State know how many people use their libraries, or who they are, or what percentage of their communities they represent, or what use they make of their libraries, or how much it costs per use. It is obviously not possible to compare one library against another, or to compare a given library's performance against another time or situation. (When the evaluation office sought this kind of information, it had to conduct its own surveys in a group of selected libraries.) Internal records, such as the number of acquisitions over a given period, tend to be more generally kept; but unit cost data, which would be especially useful in arranging for contract services, is seldom available.

Certainly understaffed libraries should not be keeping records which have no value, but records are the tools of management and without some knowledge of how libraries are being used and how much it costs, there is no basis on which to make judgements about future policies and directions. Harsh criticism of the libraries in New York State on this score is not justified, as the problem is common to public libraries throughout the country, and the solutions are not at hand for the single library or the library system. Ideally, this an area where anything short of a national solution is inadequate; but if national solutions are not forthcoming, New York might well take the lead in attempting to devise its own.

Summary

The list of other activities which are predominantly a part of management, or which contain major elements relative to management, and which thus might benefit from treatment and discussion under that heading, could go on at considerable length—bookkeeping and accounting, ordering, circulation, record keeping of all kinds, buildings, interlibrary loan, the employment of computers and other devices of automation, communication, the preparation of bibliographic tools, personnel administration, etc. Most of them have received some attention in other sections of this report. Beyond this, the present study is not able to go.

Some fairly obvious conclusions which derive from the foregoing consideration of management follow.

1. Management problems in libraries should be so identified and dealt with.
2. The records of the systems should provide reasonable statistical data for evaluation. At present there is too little feedback of information to the administrators responsible at various levels. When conditions are created to make feedback possible, good administrators are made aware of inefficient operations or poor service to the public and are able to take steps to correct them.
3. Principles and methods of management are something of a specialty in themselves, and persons and organizations are often available with qualifications superior to most professional librarians.
4. The State library agency and library systems have a special responsibility for providing know-how and assistance in management problems.
5. The State library agency has an important obligation to see that libraries and library systems keep the records of library use which are so essential to the effective management of

libraries and in interpreting their services and needs to appropriating bodies. Where suitable units of measurement do not exist, they must be devised.

6. The State library agency should continue, as it is presently doing, to explore with a statewide committee the implementation of the recommendations of the Nelson Study of centralized processing.
7. All aspects of book selection should be carefully studied, from the point of view of reducing the time involved, so that new publications will reach the library shelves more quickly, and because of the very great expense involved.

CHAPTER X

SPECIAL PROBLEMS OF THE NEW YORK CITY LIBRARIES

New York City is served by three public libraries—The New York Public Library, the Brooklyn Public Library, and the Queens Borough Public Library. Each operates as a separate and autonomous agency. The New York Public serves the boroughs of Manhattan, Bronx, and Richmond (New York, Bronx, and Richmond counties, respectively); the Brooklyn Public serves the borough of Brooklyn (Kings County); and the Queens Borough Public serves the borough of Queens (Queens County). In each case borough and county lines are coterminous, as indicated, and each of the three libraries qualifies for State aid as a public library system in its own right.

Since the systems program has not affected the structure of these libraries, the impact of that program has been confined to whatever effect the addition of State aid funds has had. Thus, as far as the evaluation study is concerned, the greater part of questions asked and the kind of answers sought in the Upstate area simply were not pertinent in the New York City area. Nevertheless, it is important in terms of future planning to know what the needs and problems of these three metropolitan libraries (which serve almost half the population of the State) are, how the present State aid is used, what effect it has had on local support, and similar questions.

The following general comments on the three New York City public libraries are based on (1) a 1-day visit to the headquarters of each system by two of the consultants to the Public Library Systems Evaluation, Lowell A. Martin and Herbert Goldhor; (2) 1 week of supplementary visits in selected service agencies of each system by Goldhor; and (3) study of report and statistical material by both consultants.

Amount of State Aid

From 1958 through 1960, the State funds provided 8 to 9 percent of the total expenditure of the three libraries. With the increase in 1961, they went up to 20 percent. Since then the dollar allotment from the State has remained static, while local tax appropriations have increased. Currently State money accounts for 13 to 16 percent of expenditures for library service in the three New York City systems—in other words, because of local increases, a noticeably smaller percentage of aid today than 5 years ago.[1]

Use of State Aid

State money has not been kept separate and distinct from total revenues by the three systems, but rather is treated as an integral part of the total resources on which they do their financial planning. It is thus not easy to say exactly what State aid has done for the three libraries.

The best opportunity for seeing the impact of State money came with the increase in the State allocation in 1961. One system reports 100,000 new books purchased, at a time when they first felt fully the recent upturn in theft of books from the libraries. Another reports the establishment of 116 new positions at that time, which is 15 percent of all 1965 positions.

The directors and senior staff were most emphatic in asserting that State aid has been an essential help to their libraries. When the question was turned around, and they were asked what the consequences would be if they did not have the State funds, it was clear that this prospect had hardly entered their thinking. They spoke first of cutting hours of service, then of cutting staff, and of reducing book purchases, and in each case ended up by saying that their whole program would have to be replanned if State money were not available.

Influence of State Funds on City Appropriations

City budget officers take the State money into account when deciding on library appropriations. No one can say whether more local funds would have been forthcoming if State aid had not been available.

It is clear, however, that up to the time of the survey State funds had *not* displaced local tax support.[2] The city appropriation to one system more than doubled from 1958 to 1965. In the other two systems, where population growth has not been as great, the increase was just short of a doubling of city appropriations in the same period. There has been an increase not only in total dollar support from local tax sources, but also in per capita support (from approximately $1.50 to from $2.50 to $2.70 over 8 years), and in rate of support per $100 of assessed valuation. City support has increased by a little over 50 percent since 1961, while the State allocation has not increased.[3]

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[1] Note that this does not take into account the increase in State aid provided by the 1966 legislation (Appendix B).

[2] This was true through 1965. It does not appear to be the case in 1966.

New York City has a long-term capital improvements plan, in which libraries are included. The City has held reasonably close to this plan, at least as far as libraries are concerned, despite its serious financial problems. The new central unit for Queens has opened for service, an addition to Brooklyn Central has recently been authorized, and branches have been built in all the boroughs. Even so, there is a backlog of library construction in New York City.

The city authorities exercise close control over tax fund expenditures of the three libraries in line-budgets, and sometimes impose restrictive policies, e.g., not to allow branch library buildings of more than 7,500 square feet in many cases, and to tie position grade levels (and therefore salaries) to branch circulation figures. This leads to the possibility of specifying, in State legislation or regulation, control of State aid funds by library systems, but this is a controversial matter (somewhat related to the idea of fiscal independence) that should not be adopted without further study.

New York City Library Programs

The brief field work does not permit any detailed or definitive answer to the question: How good are the service programs of the three New York City libraries? Each of the systems has made vigorous and intelligent efforts to provide basic services for all the people, each has some strong and notable features, and together they bring library service within 10 to 15 minutes of 90 percent of the nearly 8,000,000 residents.

A little probing brings out distinct shortcomings in each, however. By way of illustration:

The New York Public Library, for all the unique power of its Reference Department, really lacks a strong central subject library for students and general readers, a library of the caliber of the central units in Philadelphia or Baltimore, or even in Brooklyn. Students up through the college level are discouraged from using the Reference Department; this is a specialists' library. The advanced high school student, or the well-educated adult reader, does not find the Reference Department organized to serve him, and his next best agency is the Donnell Branch, which has exactly one subject department (art). The proposed unit of The New York Public Library in the Arnold Constable building across Fifth Avenue is designed to fill this gap, but progress in establishing it seems to be slow.

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[3] See footnote 1, page 182.

Queens has many very small branches (about 7,500 square feet), nine of which are open only 30 hours per week. No branch is open as much as 9 or 10 hours for 6 days a week. Less than 20 percent of the branches have a separate reference desk staffed by a professional librarian. Many sections of this populous borough are still not getting modern, standard library service of the kind available in many libraries in suburban areas and small cities.

Brooklyn illustrates the staff problem faced by all three libraries. The number of vacancies in professional positions, due to inability to recruit qualified personnel, has been averaging 70 positions in recent years; professional staff turnover is about 18 percent per year. Service and performance cannot help but suffer if the requisite and authorized staff is not available.

Overall, one gets the impression of library service that is geared primarily to the portion of the adult population that is composed of regular book readers, to children who are reaching out to the world of literature, and to students who do not find enough materials for their study purposes in the school and college libraries. There is some, but uneven, provision of information service. The Brooklyn telephone information unit is one center of strength in this regard; it is evidently being used by callers from Manhattan and Queens, as well as from its own borough. There also are borough reference centers in The New York Public Library systems. Films and recordings are provided, but more as a peripheral service. Except in the three central libraries and one or two exceptional branches, the patron will not find a collection of contemporary magazine and journal material of any scope. Service programs aimed at penetrating into low education and low culture communities are the exception rather than the rule. Brooklyn has its community field-worker service, recently expanded with the help of Federal money, and Queens has its "Head Start" program for preschool children, also supported by Federal funds. These efforts are new and experimental and cannot be said to have reached any wide segments of the population as yet.

This last point is significant; large sections of New York City are composed of underprivileged people and they are not really being reached with library service suited to their needs.

For the most part, one sees these city libraries hard pressed to maintain traditional services at a sound level in the face of limited funds, rising costs, unstable community conditions, the increasing scope of reader interests and of materials being published, and the rising demands of a high school and college group that lacks adequate resources within their own institutions. Fresh approaches and new programs, whether for the underprivileged or for the growing cultural elite or for the business community, are few and far between. Other than the recent effort to reach disadvantaged groups, there is very little research or experimentation in new methods going on—activities in which one might legitimately expect large city libraries to lead.

One of the major problems of the three libraries is the shortage of professional staff. For example, in one system 106 professional positions (23 percent of all 495 positions) were either vacant or occupied by unqualified personnel at the time of the survey visits. Salaries and working conditions need to be improved. More dynamic service programs may attract more young professionals. Recruitment could be intensified and coordinated; transfer procedures between the three systems should be formulated; better utilization needs to be made of professional staff. None of these devices will, however, remove the substantial and continuing vacancy rate in all three systems. The basic hope is in the definitely increased number of college graduates which will begin to appear in two years—assuming library careers can be made attractive to them. These three libraries themselves have worked out a trainee device which they use extensively. If they can continue and increase their recruitment of college graduates to trainee positions, and if State aid could then provide a substantial number of tuition scholarships for professional study on a part-time basis, a breakthrough might be achieved in attracting professional staff. In this connection, the library directors also raised the question of the possibility of a State-sponsored library school in New York City.

Efficiency in the Use of Present Funds

Once again, the field work would not support definite and definitive judgments on the question: How efficiently are the three systems in New York City using the funds now available? To secure any objective and defensible answer would probably cost $100,000.

The impression gained was of hardheaded, aggressive management at the top. Each library evidently also has a strong group of middle managers. Beyond this there is some evidence of seeking new methods and economies of operation; one system has had several intensive management surveys in the past 10 years; another has a data and systems man on the central staff; and the third uses a variety of the newer mechanical and automatic devices in its various operations.

The surveyor coming fresh to these large libraries is nonetheless conscious of a great quantity of routine work going on and a large staff group caught up in this work. There still is need for practical and imaginative investigation into the methods, procedures, record-keeping, materials-handling, and related operations of agencies of this size.

The surveyors were struck by the very limited amount of specific cooperation and joint action going on among these three institutions serving a single city. The three directors do stay in touch and present a common front to the city budget authority in such matters as salary scales, standards for numbers of books needed, etc. They coordinate effort when pushing for one or another common development; but, while making sure that their line of argument is similar, each speaks for his own separate institution.

There are few if any examples of joint building of collections, cooperative location of new branches, sharing of specialized equipment or personnel, or centralization of processes. Readers cards are issued with considerable flexibility as to borough of residence, but books may not be taken from an outlet of one system and returned to an outlet in another—despite the fact that large numbers of people move around among the several boroughs daily. Interlibrary loan requests do at times go from one to the other, but only after requests have been sent to nearby university libraries or the State Library. There are no intersystem records of holdings.

Two of the directors cited the Shaw report of several years ago,[4] which saw no significant advantages or economies in uniting the three systems. (It is important to note, however, that a further line of argument in the Shaw report was that advantages of joint action could be gained by coordinated planning and activity among the three autonomous systems.) In the interest of greatest return from public funds, and in the interest of meeting mounting demands for service, every possible means of joint action should be explored rigorously. State aid funds should be directed in part to intersystem developments in New York City, as they are in the rest of the State.

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[4] Ralph R. Shaw. *A Study of the Advantages and Disadvantages of Consolidation.* Prepared for the Boards of Trustees of the Brooklyn Public Library, The New York Public Library, and the Queens Borough Public Library. New York, 1957.

One step in this direction is a recently completed, Federally financed study of the feasibility of centralized technical processing operations among the three systems.[5] The study, requested by the three directors, indicates that substantial economies would follow a joint effort in this area. (By late 1966, all three systems were actively involved in planning for statewide centralization of cataloging and further regionalization of book processing.)

One of the two consultants surveying the New York City library situation suggested setting up a small executive office with power over the three systems, similar to the role of the Secretary of Defense in relation to the military services. The other inclined more toward promoting coordination through State aid funds earmarked for the purpose, with any central authority evolving from joint activities rather than being established first as a matter of formal reorganization.

Relation of the City Libraries to State Library Agencies

Respect and confidence marked the general attitude of the city librarians toward the State Library and the Library Development Division. No doubt this is based in part on pure gratitude for money received, but of course dollars as such do not basically depend on the State agencies.

There was no criticism of the existing legislation, other than the wish for more State money; nor was there criticism of the administration of the legislation by the State offices. The officers of the three libraries feel they have proper freedom of action in using State funds, with reasonable financial controls. They also feel that Federal funds have been used and distributed properly and wisely, and that they have gotten their fair share.

When this matter of the direct State agency contribution to library service was probed into further, some concern was expressed that ways and means had not been developed by which the State offices worked more closely and effectively with the city agencies in getting higher standards of library services and more money to achieve them—this was mentioned specifically by two systems in relation to higher salaries for senior staff and for subject specialists. Also the directors felt that the State agencies should somehow furnish them, as needed, with highly specialized consultants, able, for example, to make analyses in depth of the branch systems, or to apply the newest data processing methods to their operations, or to help design fresh service approaches to nonusers. Although it was not stated in these precise terms, the implication was that State library services should include consultation of a kind not available even within a large system even as consultation is now given to smaller systems.

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[5] *The Feasibility of Further Centralizing the Technical Processing Operations of the Public Libraries of New York City,* Nelson Associates, Inc., for the Brooklyn Public Library, The New York Public Library, and the Queens Borough Public Library, 1966.

All in all, the surveyors came out with the impression that the three city libraries are desperately pushed to keep up with the conditions and demands around them; that they have high-level administrative leadership which enables them to make sound use of State aid; and that this aid has helped them to cope, but not to make much progress. The balance between State standards and leadership on the one side and local standards and leadership on the other has been satisfactory, but not particularly constructive; the State will have to take a stronger role, without violating autonomy, to get the full return from State and local funds. They concluded: It is simply going to take more dollars (State and local) if the growing library demands of the educated reader are to be met on the one hand, and at the same time, the underprivileged people of the big cities are to be pulled into the mainstream of American education.

Summary

1. Even though it is not easy to document the point, State money has evidently played a significant role in maintaining whatever degree of excellence the New York City libraries have achieved in recent years.

2. Through 1965, State funds had not inhibited local support; on the contrary, the percentage of support coming from the State had been declining for 5 years, while the percentage of city funds had been rising.[6]

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[6] With the increase in State aid provided by the 1966 legislation (Appendix B), State funds appear to have displaced some local tax support.

3. Nonetheless, it is recommended that the provision that local funds must be maintained be retained in the legislation, because of the financial crisis which New York City may be entering, and in fact it is recommended that additional State funds, over and above present legislation, be conditional on a larger matching provision than has prevailed in the past.

4. The library officers naturally would like more State money, and refer to the increase enacted in the 1966 legislative session of the per capita book grant from 20¢ to 30¢, conditional on the system going from 30¢ to 40¢ per capita for books (which would not require an increase in book funds in two of the three systems, and very little increase in the third). In the opinion of the surveyors this additional 10¢ per capita, providing some $800,000, represents only one more step toward meeting library needs in New York City. At present approximately $23,000,000 is being spent for the purpose (separate from the privately-supported New York Public Library Reference Department). Somewhere between $30,000,000 and $35,000,000 is needed at today's price levels to do the job at all adequately. At one time the State furnished almost 20 percent of the total. The figure should be returned to that level, and indeed might well be 25 percent, or approximately $8,000,000 for New York City, not quite double the present amount. Only with more State help, *and* more local funds, can this metropolitan center meet the library demand it faces.

5. The purposes to which State money has been put by the three city libraries cannot be criticized on social or professional grounds. But only to a limited extent have they reached out to make the advantages of recorded knowledge available to a broader segment of the population, particularly the disadvantaged. Increased State aid should go in part for such extension of services, and particularly for experimentation in social and psychological extension of services, and part might well be conditional on such new services to be supported jointly by State-Federal money and by increased local appropriations.

6. Similarly, the efficiency of operations cannot be faulted by any of the standards of library practice now known. But once again there is room for improvement, and the largest systems should lead the way. In particular the possible advantages of joint action among the three systems should be explored. A portion of additional State funds should be explicitly directed to this purpose.

CHAPTER XI

FINANCE

During the period 1957–64, which this study reviews most closely, total expenditures for public libraries in New York State[1] increased from over $32 million to over $78 million, or more than 140 percent. Adjusting the State agency's published figures to eliminate capital expenditures and dollars that were reported more than once (where system cash grants and contract payments to member libraries were in effect), the increase in expenditures for public library operations from 1957 to 1964[2] was 100 percent in the State as a whole, 134 percent Upstate, and 78 percent in the New York City area. The University of Illinois Index showed a 68 percent increase at the national level over the same period. (See Table 34.)

Against this rather substantial gain, however, must be registered the approximately 50 percent increase in the major costs of library service between 1956 (when New York's aid formula was devised) and 1964, so that the net gain in support was considerably less than it first appears to have been. Since 1964 these costs have continued to mount; preliminary estimates indicate that, by the end of 1966, they will be about 65 percent above the 1956 level. The $3 per capita goal, recommended by the Commissioner of Education's Committee on Public Library Service, would now have to be moved to at least $5 to have the same value. The 1964 per capita support level of $3.37 is thus actually far short of the goal.

The per capita operating expenditures in the most liberally supported system area averaged $4.83 in 1964, with that in the lowest area at $1.55. Eight systems reported less than $2 per capita. Library support from local tax sources during 1957–65 increased $23,169,935 (98 percent) compared to $7,650,000 (300 percent increase) in State support. In 1965, local sources provided about 76 percent of the total tax support; the State's contribution, through the public library systems, amounted to about 17 percent; and 7 percent was new Federal money. (See Table 35.)

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[1] Based on *Public and Association Libraries Statistics 1957* and . . . *1964.* Library Extension Division, New York State Library. Excludes expenditures of the State Library, its extension agency, and grants from Federal aid. Includes State aid to systems.

[2] Exclusive of Federal aid.

TABLE 34 EXPENDITURES (LESS CAPITAL EXPENDITURES) AND PER CAPITAS FOR VARIOUS AREAS 1957–64

(Includes System and Nonsystem Libraries)

Area	Population 1964[a]	Expenditures (less capital expenditures)[b]			Per capita expenditures			
		1957	1964	% gain	1950[a]	1960[a]	1957[a]	1964[a]
University of Illinois Index (national)	....	80	134	68	.....	.....	.....	.....
New York State total	17,579,986	$29,623,023	$59,225,447	100	$2.00	$3.52	$1.82	$3.37
New York City total	7,878,102	17,945,511	31,902,737	78	2.27	4.10	2.30	4.05
Upstate total	9,701,884	11,677,512	27,322,710	134	1.68	3.03	1.38	2.82
A	1,348,150	2,264,954	6,512,085	188	3.37	5.01	1.90	4.83
J	884,105	1,568,859	3,484,554	122	2.51	4.31	2.07	3.94
K	1,132,742	1,870,563	3,875,445	107	2.08	3.64	1.83	3.42
E	858,539	1,358,043	2,391,100	76	2.00	2.98	1.77	2.78
H	840,906	456,599	2,105,988	361	1.65	3.16	.84	2.50
S	286,482	410,702	667,914	63	1.49	2.35	1.45	2.33
P	366,549	433,026	839,038	94	1.36	2.39	1.26	2.29
D	467,729	537,456	1,006,151	87	1.57	2.38	1.35	2.15
M	278,957	279,240	595,417	113	1.10	2.17	1.04	2.13
B	341,232	365,778	718,941	97	1.37	2.18	1.17	2.11
L	228,392	211,627	471,054	123	.99	2.09	.95	2.06
G	194,447	109,762	367,937	235	.66	1.98	.61	1.89
F	454,999[c]	258,003	846,220	228	.86	2.05	.73	1.86
R	408,094	346,915	758,396	119	1.05	1.97	.94	1.86
O	266,276	160,122	485,056	203	.71	1.93	.66	1.82
C	318,115	414,548	563,989	36	1.46	1.83	1.34	1.77
N	159,489	126,733	263,646	108	.95	1.73	.88	1.65
Q	430,228[c]	255,817	694,170	171	.84	1.81	.70	1.61
I	436,453	348,765	675,609	94	.94	1.63	.86	1.55

[a] System populations defined by summation of total county populations according to census estimates for designated year. Per capitas on this basis.

[b] Based on Evaluation Office calculations to eliminate reporting same dollar more than once where system grants and contract payments to members are involved.

[c] Includes system share of one county served by two systems.

Federal Aid

Beginning in 1957, the Library Services Act brought Federal aid for public library service to New York State for the first time. In 1957 this aid amounted to $40,000 and was restricted to extending or improving library service in communities of less than 10,000 population. The "rural" restrictions were removed in 1964 with the Library Services and Construction Act and, in 1965, Federal aid to New York totaled about $4,597,000, of which about $1,933,000 was for services and over $2,664,000 was for construction.

In addition to financing a variety of useful and imaginative new programs throughout the State, Federal funds made it possible to strengthen the consultant staff of the Library Development Division and brought a greater degree of flexibility to the Division program. These were, without doubt, highly significant factors in the rapid development of systems following the 1958 legislation. The statutory provisions governing the use of this money generally preclude its use for the support of regular and traditional programs on a continuing basis. Currently, however, the Federal funds are making possible considerable research, experimentation, and construction which would

TABLE 35

SOURCE AND GROWTH OF TAX SUPPORT FOR PUBLIC AND ASSOCIATION LIBRARIES AND LIBRARY SYSTEMS

1957–65

	Local	State[1]	Federal	Total
1957				
Total...........	$23,718,188	$2,550,000	$40,000	$26,308,188
Per capita[2]....	$1.45	$.16	$.0024	$1.61
Percent all taxes	90.2	9.7	.1	100
1965				
Total...........	$46,888,123	$10,200,000	$4,596,670[4]	$61,684,793
Per capita[3]....	$2.64	$.57	$.26	$3.47
Percent all taxes	76	16.5	7.5	100
Percent increase 1957–65.........	98	300	11392	134

[1] April 1, 1957–March 31, 1958. Does not include support of State Library and its extension agency.

[2] Based on 1957 Census estimate.

[3] Based on 1965 Census estimate.

[4] Includes construction.

not otherwise be feasible; and, while there is no guarantee that they will continue to be granted, all plans for the future must include the probability that such funds will be an important addition to fiscal support in the State.

State Aid to Library Systems

In 1956 State aid to systems and nonmember libraries totaled $2,450,000. In 1964, as the result of two revisions in the formula, but mainly because of the additional systems which were formed, the appropriation was at $10,200,000 and went almost entirely in grants to public library systems. The 1966 amendments will increase the amount to approximately $14,300,000 in 1967–68.[3]

Table 36 shows the amount of State aid going to each system and, insofar as possible, the percentage of the expenditures of the system used for each major purpose.

1. Centralized processing, taking one-third or more of the funds in most systems, is a major function. In most cases, the funds would probably be adequate if the most efficient method now being used were adopted throughout the State. Unit cost might be lowered appreciably if the proposals in the Nelson Associates' study were implemented.[4]
2. System consultant services are a substantial item of expenditure in all systems and go as high as 18 percent, not including audio-visual and public relations staff. The results are uneven. Many smaller libraries get great value from these services, but the libraries tend to have equivalent personnel on their own staff. Policies with respect to the consultant services need more study. They receive further attention in other chapters of this report.
3. Interlibrary loan costs are sizeable, 5 to 10 percent in most systems. The estimates of allocation of costs to this item may be open to question, but the variability of the costs and the importance of this operation suggest the need for further study here. This is an expensive operation per loan, but it is a crucial one in establishing the library as a source of information on all subjects.

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[3] See Appendix B.

[4] See Chapter X, p. 187.

4. Deposit and rotation collection expenditures vary sharply because of differences in system policies. Many of the systems have achieved dramatic gains in availability of books at the local level through this type of expenditure.
5. Most of the systems show a substantial portion of their funds going into cash grants. Although such grants indicate an awareness of local needs on the part of the systems, the dispersion of system funds into local library accounts weakens the system program. In view of rising library costs and the desirability of expanded system programs, aid to local libraries should logically come from a source other than the systems' operating budgets.
6. In most systems there are some expenditures for audiovisual materials. The maximum percentage allotted to this function in 1964 as shown in Table 36 was 9.1; most systems were allotting less than 5 percent.[5] Although the 1957 *Report of the Commissioner of Education's Committee on Public Library Service* stated that motion picture films, sound recordings, and other media of communication should be provided by the system to supplement and enrich the information found in book form, no special provision of money was made for building audiovisual collections. The system expenditure now being made for this service is in most areas a token effort, rather than a substantial attack on the need for sufficient resources. This is an expensive service for which additional money will be required to build adequate core collections. Increased intersystem cooperation might be especially effective in this area.
7. The cost of public relations materials and services is heaviest in those systems that employ specialists in this field on a full or part-time basis. No attempt was made to measure the impact of public relations programs upon public opinion or public awareness of the library resources available. Interviews with local library staff, however, suggested that, even in systems with specialist consultants, few members thought of headquarters as a source of help in developing local programs.
8. There is a wide range in the percentage of expenditures that the systems devote to delivery (from 2 to 9 percent). The size of the area and the degree to which the system emphasizes

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[5] Excludes Federal funds which, beginning in 1964-65, have been substantial.

TABLE 36

EXPENDITURES FROM STATE AID AND COUNTY FUNDS RELATED TO PRINCIPAL PURPOSES—1964

Principal purpose[a]	Percent of total expenditures by system																			
	A[a]	J	K[a]	H	E[a]	S[a]	P	D[a]	B	M1[a]	M2	L[a]	F[a]	G	R	O	Q	N[a]	I	C
1. Consultant Service (exclusive of Audio-visual and Public Relations)	10	16	...[b]	11.5	12.7	...[b]	13	16	12	4.7	10.5	16	18	11	16.5	10	13	13	8	13
2. Public Relations Materials, etc.	7	8	...[b]	.3	1.7	...[b]	3.5	3	8	...[f]	.9	4	1	1	.4	...	4	2	3	4
3. Audiovisual Materials, etc.	5	7	...[b]	.2	1.8	...[b]	1	2	1	9.1	1.1	...	...	3	...	...	4	1	...	8
4. Interlibrary Loan	20[b]	14[r]	...[b]	7.9	5.9	...[l]	2	1	6[i]	6.4[o]	11.1[i]	4[i]	10	6[k]	7.2	14[t]	22[i]	6	6[i]	10[i]
5. Centralized Processing	50	36[i]	...[b]	62.9[i]	35.4[i]	...[b]	35[i]	33[i]	36	36[o]	18.1	26	17[i]	26[i]	25.1[i]	28	26	30[i]	36	27
6. Delivery Service	4	...[j]	...[b]	4.1	5.7[c]	...[b]	3.5[c]	3	3	...[d]	5.2	2	5	3	4.4	...[j]	9	2	2	6
7. Deposit and Rotation Collection Development	3	4	...[b]	1.7	8.7	...[b]	11[m]	13	23	...[p]	1.8	4	20	17[g]	13.4	...[q]	12	18	7	32
8. Bookmobile Service	..[e]	...	...[b]	2.9	...	...[b]	14[n]	...	...[l]	43.8[s]	35.2	...	11	23[h]	14.7	21[u]	...	23	...	...
9. Grants (Cash, Books and Travel)	1	15	...[b]	8.5	28.1	...[b]	17	29	11	...	16.1	44	18	10	18.3	27	10	5	38	...
Total	100	100	...[b]	100	100	...[b]	100	100	100	100	100	100	100	100	100	100	100	100	100	100

State Grant to System

A	$547,625	F	$213,388	K	$525,795	O	$180,702
B	140,512	G	182,118	L	164,517	P	256,813
C	206,823	H	308,006	M1	71,769	Q	213,348
D	218,310	I	165,417	M2	204,021	R	196,608
E	504,445	J	369,750	N	145,669	S	194,039

very prompt provisions of what members request or order are significant factors in the variation, as is the extent to which some systems utilize the mail service rather than their own vehicles. As has been noted elsewhere in this report, there is need for considerable experimentation in order to achieve the fastest possible delivery of materials on a reasonable cost basis.

9. The wide range of costs for bookmobile service in the various systems providing it and certain problems of equity involved have been discussed in Chapter VI, Accessibility.

Local Support

As pointed out previously, the great increase in the State's contribution occurred because new systems were forming and others were working up to the maximum yield under the formula. In New York City, however, where the three systems reached their maximum State aid in 1960, the ratio of State to local support has declined since then from about 20 percent of the total to around 15 percent. Without further increase in State aid, this dwindling of the State's proportion is bound to occur throughout the State.

One of the theories upon which State aid is based is that the upper limit of real estate taxation is being approached in many areas and that State aid is the major available means of providing the needed expansion of service and resources. A 20 percent State share was envisioned in the 1957 *Report of the Commissioner of Education's*

Footnotes to Table 36.

[a] Salaries include fringe benefits at 15%.
[b] Comparable data not available.
[c] Includes one new vehicle.
[d] No direct charge. County vehicle and maintenance provided.
[e] Not begun until 1965.
[f] Expenditures are from Trustee endowment and Friends funds.
[g] Excludes bookmobile's share of pool.
[h] Includes bookmobile's share of pool.
[i] Includes maintenance of Union Catalog.
[j] Included in interlibrary loan.
[k] Includes Reference Librarian at central library.
[l] Includes Interlibrary Reference and Loan and maintenance of Union Catalog.
[m] Includes book stock supporting bookmobile service.
[n] Excludes book stock supporting bookmobile service. Includes one new vehicle.
[o] Includes some maintenance of Union Catalog.
[p] Included in Bookmobile Service.
[q] Included in Bookmobile Service.
[r] Includes Delivery Service.
[s] Includes Deposit and Rotation Collection Development and also other Extension through Stations.
[t] Includes maintenance of the Union Catalog and Delivery Service.
[u] Includes Deposit and Rotation Collection Development.
[v] Includes some County Support.

Committee on Public Library Service. Since then, operational costs for public libraries have risen at least 50 and, probably, 65 percent; local library taxes in New York, by 98 percent; and, despite a 300 percent increase in State aid, the ratio of State to local tax support is already declining from the 20 percent share envisioned in the 1957 report. If the State aid versus real estate theory is to be implemented in the face of rising costs and recognition of necessary expansion, it follows that the amount of increase in aid from the State must more nearly match the increase at the local level.

Noncentral Libraries

Table 37 and Chart 3 analyze the local support of 90 noncentral libraries visited by the evalution team. In compiling this data, the Evaluation Office used a new approach in an effort to find the exact amount of local tax funds per capita paid for library support by the people whom each library is chartered to serve. (The approach is described in detail in the introductory note to Table 37.) This new technique traces public library local tax support to its source and examines more closely than traditional methods the fiscal load borne by the individuals in the communities which are sponsoring public library service. The resulting figures give a new and sharper indication of the fiscal support that local communities can give (or have given) to their libraries.

Introductory Note to Table 37

The Method Used in Determining Local Tax Funds Per Capita

The traditional method of computing local tax funds per capita for a library has been to divide the total amount of local tax funds reported on the annual report by the population the library is chartered to serve. Computing by this method, library A8 in Table 37, chartered to serve a village of 803 people, receives $950 or $1.18 per capita. In the examination of tables of tax monies computed in the traditional manner, it was observed that the inclusion of taxes from political units outside a library's charter area raised the per capita tax funds and misrepresented the actual level of support.

By the new method, used in computing Tables 37 and 41, an effort is made to find the exact amount of tax funds per capita paid for library support by the people whom the library is chartered to serve.

The annual report of library A8 is examined to find the source of the $950 of local tax funds. This library, chartered to serve the village (pop. 803), receives $150 or $.19 per capita from the village. It also receives $500 from the town (pop. 1,633) and $300 from the school district (pop. 1,800). This village lies completely within the town and the school district. The per capita library support paid by the town ($500÷1,633) is $.31; that of the school district ($300÷by 1,800) is $.17. Since the villagers pay town and school district taxes in addition to village taxes, $.31 and $.17 are added to the village taxes of $.19 to total $.67 per capita. This is the amount per capita paid for library support by the 803 people living in the village.

A library chartered to serve a village in two or more towns is credited with its pro rata share of any town support it receives. County library funds given to a local library are divided by the population of the county, and the per capita thus attained is added to that of the local library.

Monies received from political units not including the library's charter area are not used in figuring per capita support. The village receiving taxes from a neighboring village in another town or from a neighboring town is not credited with this support. Per capita tax funds for a library chartered to serve a city are computed on the basis of the city population and city taxes and do not include payments from villages and towns outside the city.

TABLE 37*

NONCENTRAL LIBRARY SUPPORT

1964

Library (in order of population served)	Full valuation per capita[a]	Local tax funds per capita	Mills of tax funds per dollar of full valuation	Expenditures excluding capital per capita	% Local tax funds is of expenditures excluding capital
A1	$4,435[h]	$.26[h]	.058	$.42[h]	62
A2	[e]	.00	.000	2.92	[e]
A3	2,088[d]	.41[l]	.196	3.53	12
A4	3,096	.42[l]	.135	2.06	20
A5	3,767	2.30	.610	3.19	72
A6	7,816	2.27	.290	2.56	89
A7	2,781	.43[l]	.154	2.30	19
A8	3,976	.67[m]	.168	3.72	18
A9	2,028	.40[l]	.197	1.79	22
A10	[e]	1.52	[e]	2.26	67
A11	23,438[d]	3.22	.137	4.64	69
A12	4,897[h]	.16[h]	.033	.69[h]	23
A13	8,968	.62[h]	.069	.94[h]	66
A14	4,290	.45	.104	2.36	19
A15	2,640	1.01[l]	.382	3.07	33
A16	4,824	[e]	[e]	3.64	[e]
A17	4,807	1.36[l]	.282	3.06	44
A18	5,562[c]	3.19[k]	.573	3.64[k]	88
A19	3,196	.60[h]	.187	1.71	35
A20	4,047	1.15	.284	1.53	75
A21	12,220[b]	3.05	.249	3.33	92
A22	5,504[b]	1.50	.272	1.43	105
A23	3,497	2.54[m]	.726	3.29	77
B1	13,941	.93	.066	3.79	25
B2	3,351	.58[l]	.173	1.08	54
B3	7,128	.63	.088	.63	100
B4	3,130	1.42[l]	.453	3.28	43
B5	10,217[b]	.97	.094	.96	101
B6	4,457	1.20	.269	2.07	58
B7	3,203	1.56[l]	.487	1.82	86
B8	4,075	.46[l]	.112	2.17	21
B9	3,041	[e]	[e]	1.02	[e]
B10	4,286	1.12[n]	.261	2.96	38
B11	3,784[b]	1.20[f,i]	.317	.91[f]	132
B12	2,360[g]	.53[l]	.224	1.39[g]	38
B13	[e]	2.55	[e]	3.01	85
B14	3,059	.58[l]	.189	1.28	45
B15	4,537	.85[h]	.187	1.18	72
C1	5,097	.86[l]	.168	3.70	23
C2	3,964	2.83	.713	2.97	95
C3	3,460	.63[l]	.182	1.96	32
C4	[e]	[e]	[e]	[e]	[e]
C5	4,245	.69	.162	.78	88
C6	3,577	.35[l]	.097	.77	45
C7	2,637	1.16[l]	.439	2.05	57
C8	4,445	.00	.000	8.96	[e]
C9	[e]	1.25	[e]	2.10	60
C10	9,943[b]	3.25[f,i]	.326	3.38[f]	96

* Footnotes on p. 202.

TABLE 37 (cont'd)

Library (in order of population served)	Full valuation per capita[a]	Local tax funds per capita	Mills of tax funds per dollar of full valuation	Expenditures excluding capital per capita	% Local tax funds is of expenditures excluding capita
C11	$2,739	$.52[l]	.189	$2.20	24
C12	7,135	3.79[l]	.531	4.98	76
C13	4,126	.57[m]	.138	.96	59
C14	3,027	.68[l]	.224	1.45	47
C15	4,841	2.30[l]	.475	3.05	75
C16	2,380	1.29	.542	1.77	73
C17	5,576[b]	2.88	.516	2.91	99
C18	3,673	.00	.000	2.01	[e]
C19	3,370[b]	3.38	1.002	3.32	102
D1	[e]	[e]	[e]	[e]	[e]
D2	2,961	1.73	.584	1.88	92
D3	8,313[b]	4.32[j]	.519	4.27	101
D4	2,369	.10	[e]	.82	12
D5	[e]	.92	[e]	1.48	62
D6	5,568[b]	4.44	.797	4.59	97
D7	5,457[b]	2.98[f]	.546	3.03[f]	98
D8	3,662	1.28	.349	1.43	90
D9	3,536[d]	1.17[l]	.330	1.96	60
D10	5,562[c]	3.19[k]	.573	3.64[k]	88
D11	9,635[b]	4.23[f]	.439	4.86[f]	87
D12	8,932[b]	1.34	.150	1.21	111
D13[p]	10,665[b]	6.22[f]	.583	6.96[f]	89
D14	(See Central and Cocentral Library Support table)				
D15	4,318[b]	2.09[f]	.484	2.26[f]	92
D16	4,144	.41	.098	.58	71
D17	4,861	.36	.074	.34	106
D18	(See Central and Cocentral Library Support table)				
D19[p]	3,504	1.22[i]	[e]	1.75	70
D20	6,446	2.24	.347	1.95	115
D21	8,200	1.26	.153	1.78	71
D22	4,626	1.78	.384	2.10	85
D23	4,909	5.37	1.093	5.19	103
D24[p]	3,579	2.61	.729	2.77	94
D25	2,802	1.06	[e]	1.68	63
D26	7,652[b]	1.76	.230	3.76	47
D27	7,977[b]	4.31	.540	4.68	92
E1	[e]	[e]	[e]	[e]	[e]
E2	[e]	[e]	[e]	[e]	[e]
E3	12,184[b]	5.87[f]	.481	5.71[f]	103
E4	5,905[b]	5.34[f]	.904	5.45[f]	98
E5	4,175	.99	.237	1.22	81
E6	5,562[c]	3.19[k]	.573	3.64[k]	88
E7	(See Central and Cocentral Library Support table)				
E8	3,826	.83[o]	.216	1.15	72
E9	4,694[b]	5.13[f]	1.092	5.28[f]	97
E10	5,805[b]	6.90	1.118	5.62	123
E10A[p]	7,694	5.06	.657	4.73	107
E11	5,562[c]	3.19[k]	.573	3.64[k]	88
E12	2,437	1.00	.410	1.30	77

NONCENTRAL LIBRARY KEY

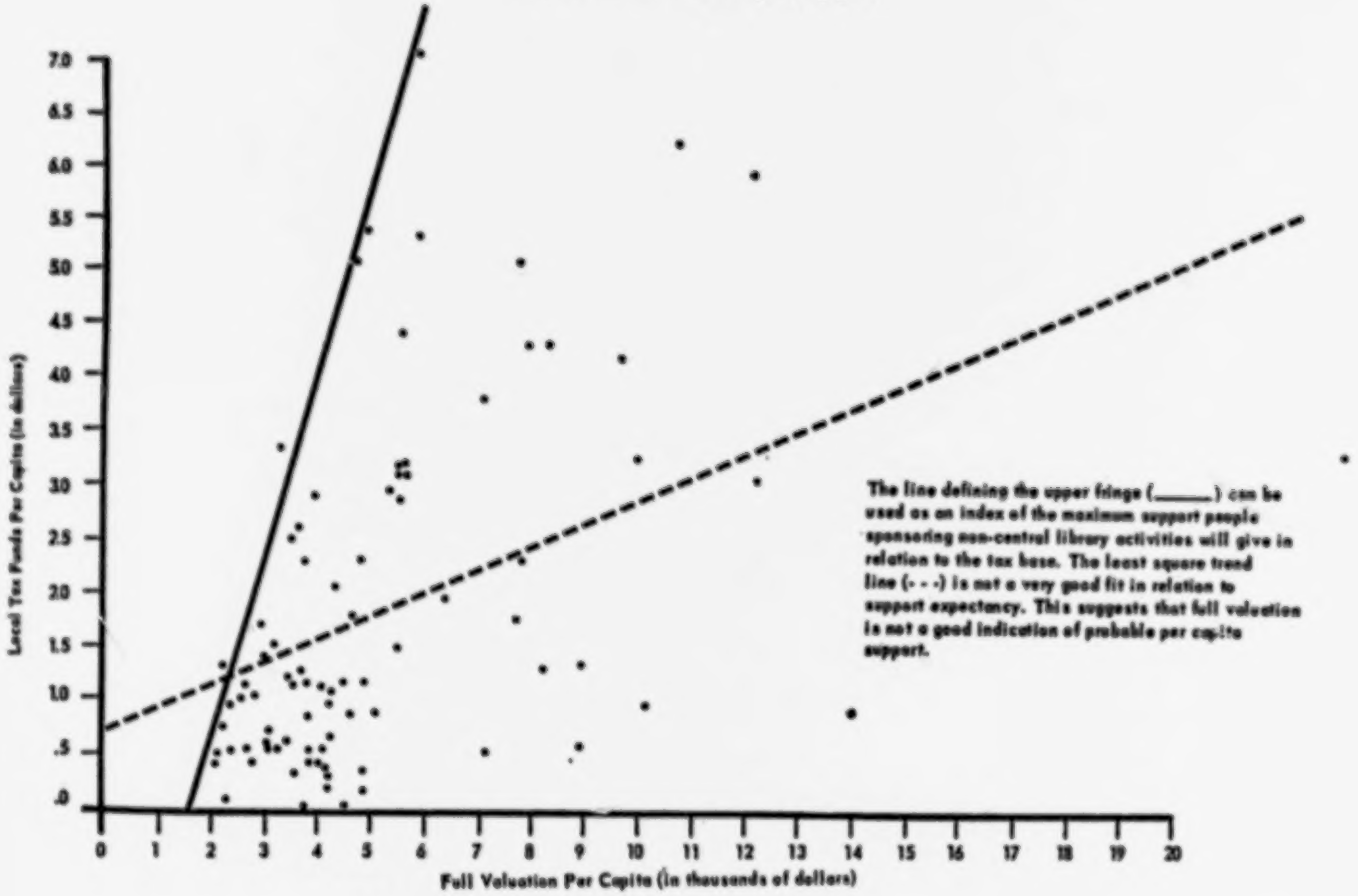
A1	Branchport
A2	Poplar Ridge
A3	Gilbertsville
A4	Fillmore
A5	Poland
A6	Keene
A7	Interlaken
A8	Tully
A9	Candor
A10	Bolton Landing
A11	Colton
A12	Wallkill
A13	Mattituck
A14	Berlin
A15	Schuylerville
A16	Sodus
A17	Youngstown
A18	Alden
A19	Stockton
A20	Pulaski
A21	Southhold
A22	Addison
A23	Boonville
B1	Pound Ridge
B2	Weedsport
B3	Highland Mills
B4	New Paltz
B5	Watkins Glen
B6	Falconer
B7	Lowville
B8	Homer
B9	Greenwich
B10	Saugerties
B11	Waterford
B12	Keeseville
B13	Dewitt
B14	Gouverneur
B15	Cobleskill
C1	Suffern
C2	Brockport
C3	Owego
C4	Elmira Heights
C5	Ticonderoga
C6	Haverstraw
C7	Waverly
C8	Wellsville
C9	Penn Yan
C10	Nanuet
C11	Saranac Lake
C12	Mt. Kisco
C13	No. Syracuse
C14	Hudson Falls
C15	East Rochester
C16	Canton
C17	Port Jervis
C18	Herkimer
C19	Sidney
D1	Monroe Branch
D2	Johnstown
D3	Ellenville
D4	Hudson
D5	Nyack
D6	Sayville
D7	Pearl River
D8	Oneida
D9	Newark
D10	East Aurora
D11	Delmar

Footnotes to Table 37.

a Based upon 1961 full valuation and 1960 census unless otherwise indicated.
b School district library. Per capita based upon 1963-64 full valuation and 1960 census. Later census used when available.
c County per capita based upon 1963-64 full valuation.
d Based upon 1962 valuation.
e No report for this item.
f Based upon recent census (since 1960).
g Based upon Village statistics.
h Based upon Town statistics.
i Based upon City statistics.
j Based upon School District statistics.
k Based upon County statistics.
l Based upon Village and Town statistics.
m Based upon Village, Town and School District statistics.
n Based upon Village and School District statistics.
o Based upon City and County statistics.
p Nonsystem library.

D12	Liverpool
D13	Manhasset
D14	Ogdensburg
D15	Saratoga Springs
D16	Guilderland
D17	Vestal
D18	Corning
D19	Geneva
D20	Massena
D21	Dunkirk
D22	Peekskill
D23	Endicott
D24	Cortland
D25	Gloversville
D26	Bayshore
D27	Baldwin
E1	Beauchamp Branch
E2	Kensington Branch
E3	Port Washington
E4	Plainview
E5	Kingston
E6	Lackawanna
E7	Lockport
E8	Auburn
E9	Farmingdale
E10	Massapequa
E10A	White Plains
E11	Amherst
E12	Troy

CHART 3
Noncentral Library Support



The line defining the upper fringe (______) can be used as an index of the maximum support people sponsoring non-central library activities will give in relation to the tax base. The least square trend line (- - -) is not a very good fit in relation to support expectancy. This suggests that full valuation is not a good indication of probable per capita support.

Calculated on this new basis, the 1964 tax funds per capita in 90 libraries ranged from $.00 to $6.90. Twenty libraries received $3.00 or more of local tax funds per capita. These 20 libraries were collecting from .137 to 1.118 mills on each dollar of full valuation per capita. Of the 33 libraries collecting a millage of .400 or more, 14 had local tax funds per capita of less than $3. None of the libraries analyzed that are chartered to serve fewer than 10,000 persons had reached a tax support level of $4. Eleven of the 34 libraries chartered to serve 10,000 or more had a per capita tax support of at least $4. While the smaller units obviously increase accessibility to some library service and probably can be justified as book distribution points, their designation as chartered libraries is a problem for further analysis.

In terms of organizational structure, these 90 noncentral units include 21 school district public libraries, 20 village or town public libraries, 42 association libraries, 3 of "mixed" structure, and 4 libraries in Erie County which (for purposes of this fiscal support analysis) do not fit into the preceding categories. The median local tax funds per capita, range of local tax support per capita, and median millage for libraries in the first three types of libraries is as follows. (See also Tables 38, 39, and 40.)

	Median Local Tax Funds Per Capita	Range of Local Tax Support Per Capita	Mills of Tax Funds Per Dollar of Full Valuation
School District Public Libraries	$3.25	$.97—$6.90	.500
Village and Town Public Libraries	$1.47	$.00—$5.37	.310
Association Libraries	$ .65	$.00—$2.61	.187

These figures suggest that the most effective organizational structure for securing tax support is the type of school district public library in which the sponsoring population served has voted the library into existence and each year votes upon the library board's budget request.

One encouraging development in the local support picture is the increase in the number of counties appropriating funds for public library service. In 1956 only 8 did so; by mid-1966, at least 20 counties in 10 Upstate systems were contributing to library support amounts ranging from $500 to about $3 million. It must be noted, however, that while this development provides some additional

TABLE 38

Frequency Distributions

Noncentral School District Libraries—1964

Local Tax Funds Per Capita	Mills of Tax Funds Per Dollar of Full Valuation
$ .97	*
1.20	.094
1.25	.150
1.34	.230 (Suffolk)
1.50	.249 (Suffolk)
1.76 (Suffolk)	.272
2.09	.317
2.88	.326
2.98	.439
3.05 (Suffolk)	.481 (Nassau)
Median 3.25	Median .484 } .500
3.38	.516 }
4.23	.519
4.31 (Nassau)	.540 (Nassau)
4.32	.546
4.44 (Suffolk)	.583 (Nassau)
5.13 (Nassau)	.797 (Suffolk)
5.34 (Nassau)	.904 (Nassau)
5.87 (Nassau)	1.002
6.22 (Nassau)	1.092 (Nassau)
6.90 (Nassau)	1.118 (Nassau)

*Not available and not counted in estimating median.

TABLE 39

Frequency Distributions

Noncentral Public Libraries—1964

Local Tax Funds Per Capita	Mills of Tax Funds Per Dollar of Full Valuation
$ .00	.000
.43	.088
.63	.137
.69	.154
.85	.162
1.01	.187
1.12	.261
1.15	.269
1.17	.284
Median 1.20 } 1.47	Median .290 } .310
1.73 }	.330 }
2.24	.347
2.27	.382
2.30	.475
2.30	.531 (Westchester)
2.83	.584
3.22	.610
3.79 (Westchester)	.657 (Westchester)
5.06 (Westchester)	.713
5.37	1.093

TABLE 40

Frequency Distributions
Noncentral Association Libraries

Local Tax Funds Per Capita	Mills of Tax Funds Per Dollar of Full Valuation
*	*
*	*
$ .00	*
.00	*
.10	*
.16	*
.26	*
.36	.000
.40	.000
.41	.033
.41	.058
.42	.066 (Westchester)
.45	.069
.46	.074
.52	.098
.53	.104
.57	.112
.58	.135
.58	.138
.60	.153
Median .62 } .65	.168
.67	.168
.68	.173
.83	Median .187
.86	.189
.92	.189
.93 (Westchester)	.196
.99	.197
1.00	.216
1.16	.224
1.22	.224
1.26	.237
1.28	.282
1.29	.349
1.36	.384 (Westchester)
1.42	.410
1.52	.439
1.56	.453
1.78 (Westchester)	.487
2.54	.542
2.55	.726
2.61	.729

*Not available and not counted in estimating median.

sources of support, the total of county-level support is relatively small in New York State and the increase since 1956 does not represent a substantial shift in local support base from small to larger units.

Central and Cocentral Libraries

As was noted in Chapter IV and the accompanying Table 14, the vast majority of the central libraries derive their support from less than 50 percent of the population of the system area they serve. (In the overall Upstate picture, less than 35 percent of the population is supporting the central libraries.) Moreover, in only a few areas do the central libraries receive any substantial financial assistance from the system, other than Central Book Aid.[6] While the central library trustees and directors have generally welcomed the additional books which come to the library under this program, they are nevertheless often hard pressed for staff, space, and shelving to meet the extra burdens of the central library function. It appears that aid for central libraries should be broadened, even beyond the level of the 1966 amendments.

There is another problem which is inherent in the definition of a central library: Simply because of their size, cities almost invariably maintain stronger libraries than smaller communities, and there is a persistent tendency to confuse size with affluence. This fallacy usually proceeds to the assumption that, because of their greater affluence, cities have an obligation to extend a helping hand—without limit and without cost—to satellite communities. In actual fact, the city libraries may be extended seriously in order to maintain essential services for their own residents. Most central cities, in particular, are encountering problems of finance which are unique in government at any level. It seems essential to continuing success of any cooperative program that all city libraries be compensated fully in some way for services which they perform for users and other libraries beyond their regular support boundaries.

Table 41 and Chart 4 show a range of local tax funds per capita from $1.08 to $8.21 among the 32 central and cocentral libraries. One-half of these libraries attain a level of $3 or more per capita of local tax support. These 16 libraries are receiving from .573 to 1.635 mills on each dollar of full valuation per capita. Only three of the central and cocentral libraries are collecting less than .400 of a mill,

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[6] See also 1966 amendments to library law, Appendix B.

TABLE 41
CENTRAL AND COCENTRAL LIBRARY SUPPORT
1964

Library (in order of population served)	Full valuation per capita[a]	Local tax funds per capita	Mills of tax funds per dollar of full valuation	Expenditures excluding capital per capita	% Local tax funds is of expenditures excluding capital
D14	$2,801	$2.09	.746	$2.09	100
33 or D18	5,451	2.68[g]	.492	3.10	86
24	4,193	1.08[g]	.258	3.70	29
31[a]	3,382	1.38	.408	1.54	90
34	8,932[b]	8.21[f]	.919	7.96[f]	103
37	4,029[b]	2.10	.521	2.75	76
35	[e]	2.77	[e]	2.72	102
28	3,683	1.26	.407	2.94	32
31[b]	7,235[b]	5.35[f]	.739	6.06[f]	88
E 7	4,535[b]	3.00	.661	2.89	104
27	4,651[b]	2.69[f]	.578	2.35[f]	51
30	3,281	2.09	.637	1.83	114
21	6,590[b]	6.00	.910	6.49	92
26	6,903	4.34	.628	4.60	94
36	3,528[b]	3.17	.898	3.15	101
18	4,464	3.86[g]	.865	4.16	93
25	4,261	1.48	.347	2.29	65
29	3,874	3.29	.849	2.94	112
23	3,732[b]	6.10[f]	1.635	6.18[f]	99
9[b]	4,630[b]	5.32[f]	1.149	5.41[f]	98
13	4,217	3.82	.905	4.34	88
7	4,349	6.22	1.430	6.58	95
22	5,445	4.25	.780	4.77	89
15	3,978[c]	2.08[d]	.523	2.27[d]	92
12	3,582	2.00	.558	2.16	93
20	5,176	2.07[g]	.400	2.14	97
11	3,961	2.42	.610	2.50	97
5	4,678[c]	2.38[d]	.508	2.93[d]	81
16	4,975	4.15	.834	4.19	99
8	4,281	2.90	.677	3.38	86
2	5,003	3.67	.733	4.78	77
1	5,562[c]	3.19	573	3.64[d]	88

[a] Based upon 1961 full valuation and 1960 census unless otherwise indicated.

[b] School district library. Per capita based upon 1963–64 full valuation and 1960 census. Later census used when available.

[c] County per capita based upon 1963–64 full valuation.

[d] Based upon county statistics.

[e] No report for this item.

[f] Based upon recent census (since 1960).

[g] Based upon City statistics only.

For key to libraries see next page.

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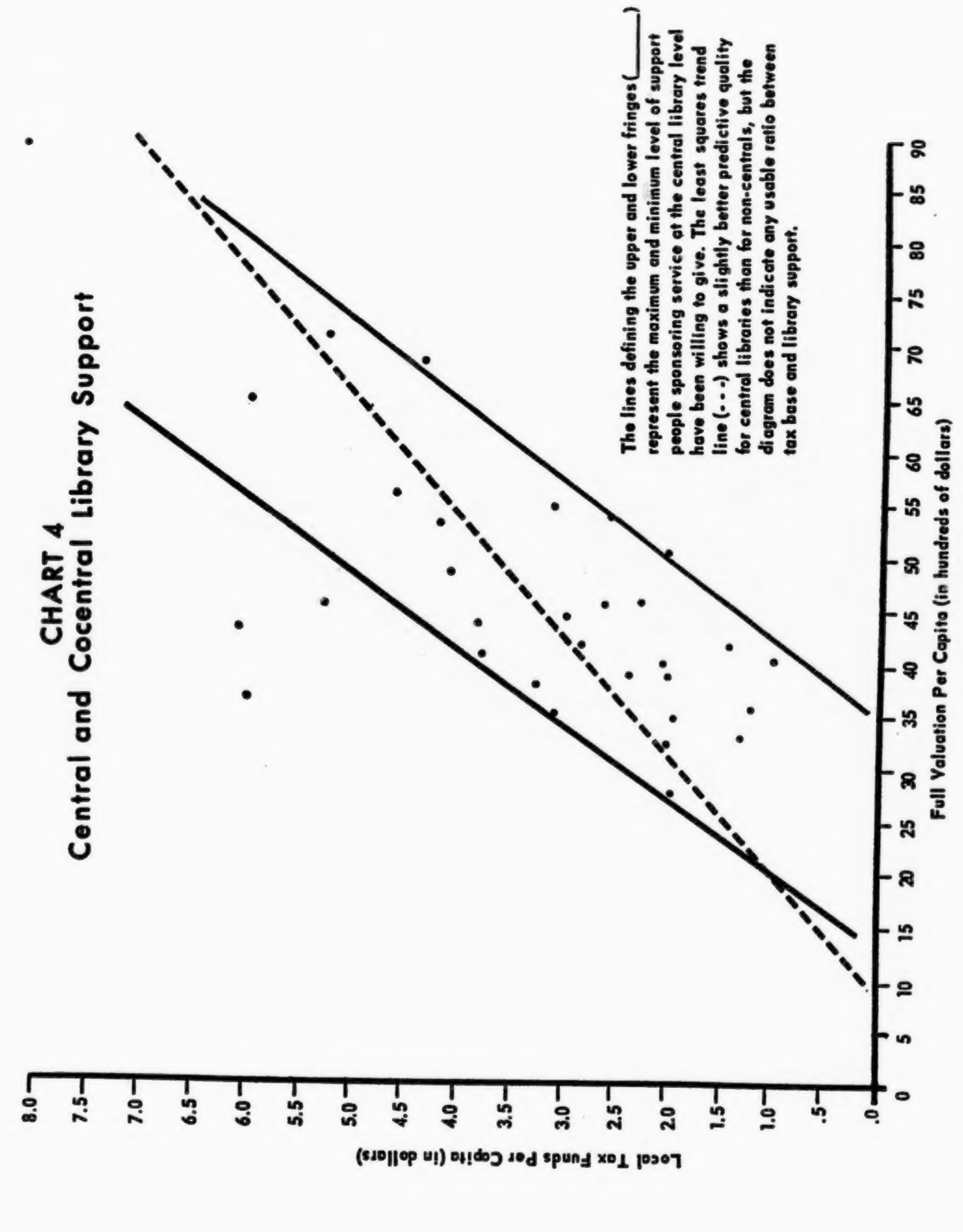
[1] The method used in determining local tax support per capita is the same as in Table 37. See Introductory Note to Table 37.

Central Library Key

1. Buffalo
2. Rochester
3. Nassau Aggregate
4. Westchester Aggregate
5. Schenectady
6. Mid-York Aggregate
7. Mt. Vernon
8. Syracuse
9a. Chemung-Southern Tier Aggregate
9b. East Meadow
11. Albany
12. Utica
13. Binghamton
14. Nassau System Headquarters
15. Elmira
16. Yonkers
17. Suffolk Aggregate
18. Poughkeepsie
19. Ramapo Catskill Aggregate
20. Niagara Falls
21. Freeport
22. New Rochelle
23. Levittown
24. Glens Falls
25. Jamestown
26. Hempstead
27. Newburgh
28. Ithaca
29. Rome
30. Watertown
31a. Plattsburgh
31b. Huntington
33. Corning
34. Hewlett-Woodmere
35. Middletown
36. Patchogue
37. Olean
D-14. Ogdensburg
D-18. Corning, also keyed as 33
E- 7. Lockport

CHART 4
Central and Cocentral Library Support



The lines defining the upper and lower fringes (———) represent the maximum and minimum level of support people sponsoring service at the central library level have been willing to give. The least squares trend line (- - -) shows a slightly better predictive quality for central libraries than for non-centrals, but the diagram does not indicate any usable ratio between tax base and library support.

a figure relatively high in the statistics of the counties of New York State. Of the 14 libraries collecting .700 of a mill or more, 6 reach a per capita tax support level of less than $4 because of their low full valuation per capita. The library with the lowest per capita of the 6 has a millage of .746 with per capita local tax funds of only $2.09.

Since the central and cocentral libraries are representative of the libraries of the State making the greatest local effort, they make a good sample upon which to base an estimate of maximum reasonable expectation. The level of service they are attaining shows rather clearly the possibilities and also the limitations of what can be done in a local community having a relatively dense population.

Ability to Pay

One of the most vexing problems in developing a cooperative statewide library program is getting localities to make a reasonable support effort and, in some cases, preventing the "freeloading" municipality from taking unfair advantage of neighboring communities, the system, and the State. There is ample evidence that in New York State some communities and localities are enjoying system benefits without having made anything approaching a reasonable local effort to contribute what they could without undue taxpayer strain. Because the tax rate (which constitutes a reasonable effort) varies substantially from one locality to another, there is no standard minimum which can be established for the entire State. Thus, some kind of index of ability-to-pay is a prerequisite to working out an equitable solution to this problem.

Clearly, another step to counteract the effect of widely varying local factors and to move towards equal support, especially in those counties with areas which are contributing nothing, would be to move to larger units of tax support. (The success of counties in meeting this problem is borne out by Table 42.) Special State grants for the purpose suggest another solution to the problem of the community which cannot meet a minimum standard of support by making a reasonable effort. Tables 42 and 43 and Chart 5 further explore these points.

Table 42 examines the counties of the various system areas for their tax base (full valuation per capita) and the amount of local tax funds collected per capita. These two figures are used to determine the number of mills appropriated within the county for public library service. Per capita expenditures, excluding capital, are also shown. Some interesting insights into the nature of the library support problem are thus provided.

Examining the local tax funds per capita by counties, a range of $.23 to $4.25 may be seen. In only four counties do the local taxes reach $3 or more per capita. These four are collecting from .461 to .608 mills on each dollar of full valuation per capita. Seven poorer counties, raising .400 mills or more, achieve per capita tax support of $1.67 to $2.66. The three counties with the highest full valuation per capita receive $.23, $.55, and $.59 per capita, or .013, .063, and .070 mills, respectively. These figures illustrate the fact that tax rates may be high, yet the per capita yield may be low.

Table 43 shows the source of local tax funds in a two-county system, illustrating the unevenness and lack of support in the various sections of two counties. One county has local tax funds per capita of $1.56. Of the 13 towns and cities in this county, 5 provide no library support; 8 provide local taxes that range from $.16 to $4 per capita. The second county, with 16 towns and cities, has 5 towns that contribute no library taxes to library support and 11 that contribute only $.10 to $1 per capita. In the second county, overall per capita tax support is less than $.60.

Chart 5 plots the statistics found in columns 2 and 3, Table 42. The lines represent the extremes reached by substantial numbers of counties. The line defining the upper fringe can be used as an index of the maximum support a local area will give to library activities for a given tax base. The lower line represents the minimum county level of support for a given tax base. Worthy of note is the wide range of tax funds per capita found in counties with a tax base between $3,000 and $5,000. The range in this category is from $.30 to $3.02 local tax funds per capita, illustrating the wide spread of support level between counties with lack of interest and those making a substantial effort.

Actually, few counties or local communities show tax rates in excess of .700 mills. This constitutes an upper ceiling of expectation, for the present at least. If all areas in a county had substantial rates of taxation for libraries (such as .600 or .700 mills), results would be far better than they are now in most counties. The low support in many counties comes from some local areas in the county refusing to support libraries at all. The six system areas having county library structures are in the top 11 having the highest local tax support per capita. They have universal taxes; and whatever rate is assessed, is assessed against everyone.

TABLE 42

SYSTEM AREA LIBRARY SUPPORT 1964

(Includes System and Nonsystem Libraries)

System Area	Full valuation per capita [a]	Local tax funds per capita	Mills of tax funds per dollar of full valuation	Expenditures excluding capital per capita	% Local tax funds is of expenditures excluding capital
New York City Area Brooklyn (Kings)	$4,961 [b]	$2.63	.530	$3.14	84
New York City (including Bronx, New York and Richmond)	4,961 [b]	2.52	.507	3.05 [d]	83
Queens	4,961 [b]	3.02	.608	3.64	83
Upstate Area					
Buffalo and Erie	5,562	3.19	.573	3.64	88
Chautauqua-Cattaraugus					
Chautauqua	4,999	1.10	.220	2.03	54
Cattaraugus	3,706	1.07	.288	2.21	48
Chemung-Southern Tier					
Chemung	3,978	2.08	.522	2.27	92
Allegany	3,650	.43	.117	2.97	14
Schuyler	3,276	.37	.112	2.23	17
Steuben	3,980	.81	.203	1.74	47
Yates	6,638	.59	.088	2.40	25
Clinton Essex Franklin					
Clinton	3,033	.65	.214	1.29	50
Essex	4,918	.94	.191	2.71	35
Franklin	3,607	.48	.133	1.66	29
Finger Lakes					
Cayuga	3,618	.51	.140	1.44	35
Cortland	3,729	1.44	.386	2.43	59
Tioga	3,374	.40	.118	1.88	21
Tompkins	4,875	1.11	.227	2.26	49
Seneca	3,491	.33	.094	1.83	18
Four County					
Broome	4,698	2.18	.464	2.79	78
Chenango	3,650	.40	.109	2.16	19
Delaware	4,284	.96	.224	2.26	42
Otsego	3,419	.81	.236	1.55	52
Mid-Hudson					
Columbia	4,173	.77	.184	1.98	39
Dutchess	5,011	1.32	.263	1.88	70
Putnam	8,656	.55	.063	1.74	32
Greene	5,884	.80	.135	2.00	40
Ulster	6,094	1.03	.169	1.88	55
Mid-York					
Madison	3,920	.89	.227	1.76	51
Oneida	4,043	1.67	.413	2.03	82
Herkimer	3,969	.70	.176	1.74	40

TABLE 42 (cont'd)

System Area	Full valuation per capita [a]	Local tax funds per capita	Mills of tax funds per dollar of full valuation	Expenditures excluding capital per capita	% Local tax funds is of expenditures excluding capital
Upstate Area (cont.)					
Mohawk Valley					
Fulton	$3,623	$ .80	.220	$1.83	44
Schenectady	4,678	2.38	.508	2.93	81
Schoharie	4,782	.49	.102	2.10	23
Montgomery	3,257	.30	.092	1.35	22
Nassau	7,130	4.25	.596	5.01	85
Nioga					
Genesee	4,337	1.13	.260	2.25	50
Niagara	5,049	1.71	.338	2.12	81
Orleans	3,840	1.09	.283	2.42	45
North Country					
Jefferson	3,522	1.15	.326	1.88	61
Lewis	3,506	.40	.114	2.35	17
St. Lawrence	4,013	1.27	.316	2.15	59
Oswego	4,199	1.02	.242	1.21	84
Onondaga	5,172	1.85	.357	2.38	78
Pioneer					
Livingston	4,441	.59	.132	2.69	22
Monroe	6,000	2.66	.443	3.38	79
Wayne	4,160	.72	.173	1.66	43
Wyoming	3,890	.98	.251	2.31	42
Ontario	4,292	.72	.167	1.40	51
Ramapo Catskill					
Orange	4,648	1.24	.266	2.12	58
Rockland	5,548 [c]	1.75 [c]	.315	1.99 [c]	88
Sullivan	8,319	.59	.070	1.34	44
Ulster	6,094	1.03	.169	1.88	55
So. Adirondack					
Hamilton	16,479	.23	.013	9.86	02
Saratoga	4,227	.84	.198	1.43	59
Warren	6,119	1.02	.166	2.75	37
Washington	3,110	.56	.180	1.60	35
Suffolk	6,899	2.72	.394	3.16	86
Upper Hudson					
Albany	4,745	1.56	.328	1.88	83
Rensselaer	3,254	.59	.181	1.13	52
Westchester	7,027	3.24	.461	4.31	75

[a] Based upon 1963–64 full valuation and 1960 census unless otherwise indicated.
[b] Consolidated per capita given for New York City area.
[c] Per capita based on 1963 census.
[d] Excludes reference.

TABLE 43
LOCAL TAX SUPPORT — 1964
UPPER HUDSON LIBRARY SYSTEM

(Includes System and Nonsystem Libraries)

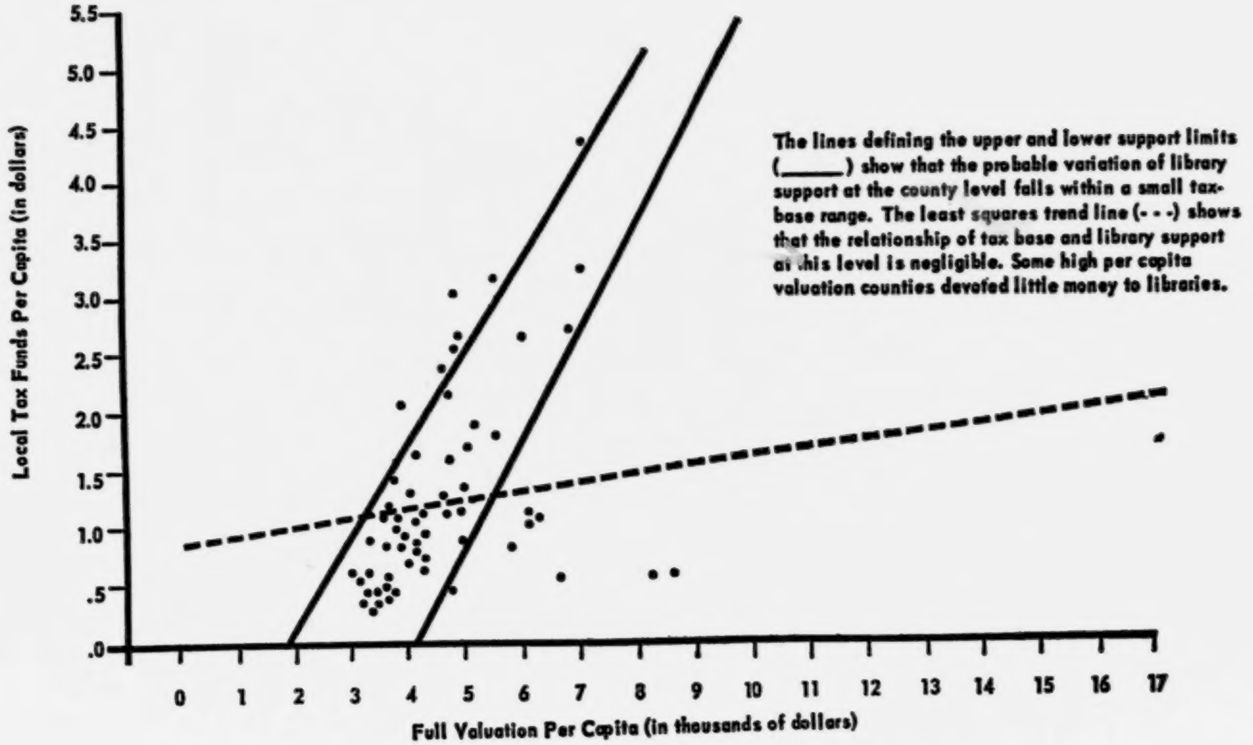
Area	Population	Local tax funds	Local tax funds per capita	Full valuation per capita	Mills of tax funds per dollar of full valuation
I. Albany County					
Albany City	129,726	314,032	2.42	3,961	.610
Berne	1,542	600	.39	3,786	.103
Bethlehem					
Delmar (Bethlehem School District)	17,900[a]	75,776	4.23[a]	9,635[a]	.439
Town Total	18,936	75,776	4.00	9,269	.431
Coeymans	5,622	1,000	.18	4,074	.044
Ravena	2,410	1,000	.41	2,728	.150
Town Total	5,622	2,000	.36	4,074	.088
Cohoes City	20,129	[c]	[c]	2,379	[c]
Colonie	52,760	6,293	.12	5,267	.022
Menands (Colonie School District)	2,453	4,000	1.63	[b]	[b]
Town Total	52,760	10,293	.20	5,267	.037
Green Island	3,533	[c]	[c]	4,254	[c]
Guilderland	16,710	6,892	.41	4,144	.115
Altamont (Tax from Guilderland)	16,710	1,200	.07		
Altamont	1,365	750	.55	3,102	.177
Town Total	16,710	8,842	.53	4,144	.127
Knox	1,320	[c]	[c]	3,694	[c]
New Scotland					
Voorheesville School District	4,480[a]	13,038	2.91	5,050	.576
Town Total	5,818	13,038	2.24	4,291	.522
Rensselaerville					
Rensselaerville (Greenville School District)	[b]	200	[b]	[b]	[b]
Town Total	1,232	200	.16	4,211	.037
Watervliet City	13,917	[c]	[c]	2,272	[c]
Westerlo	1,681	[c]	[c]	3,533	[c]
County Total	272,926	424,781	1.56	4,745	.328

TABLE 43 (cont'd)

Area	Population	Local tax funds	Local tax funds per capita	Full valuation per capita	Mills of tax funds per dollar of full valuation
II. Rensselaer County					
Berlin	1,329	600	.45	4,290	.104
Brunswick	9,004	[c]	[c]	4,222	[c]
East Greenbush[d]	9,107	[c]	[c]	4,284	[c]
Grafton	1,009	200	.20	4,156	.048
Hoosick	6,490	2,000	.31	2,479	.125
Hoosick Falls	4,023	500	.12	2,196	.054
Hoosick Falls School District	[b]	1,500	[b]	[b]	[b]
Town Total	6,490	4,000	.62	2,479	.250
Nassau	3,721	600	.16	3,364	.047
Nassau Village	1,248	600	.48	2,933	.163
Town Total	3,721	1,200	.32	3,364	.095
North Greenbush	8,161	[c]	[c]	3,303	[c]
Petersburg	989	450	.46	2,400	.191
Pittstown					
Valley Falls	490	499	1.01	2,868	.352
Town Total	2,973	499	.17	2,783	.061
Poestenkill	2,493	[c]	[c]	2,828	[c]
Rensselaer City	10,506	7,025	.67	3,743	.179
Sand Lake	4,629	[c]	[c]	3,835	[c]
Schaghticoke					
Schaghticoke	720	600	.83	3,966	.209
Valley Falls	99	101	1.01	2,868	.352
Town Total	5,269	701	.13	3,6[illegible]	.03[illegible]
Schodack					
Castleton-on-Hudson (Tax from Schodack)	8,052	200	.02	4,035	.004
Castleton-on-Hudson	1,752	600	.34	2,718	.125
Town Total	8,052	800	.10	4,035	.024
Stephentown	1,361	400	.29	3,122	.092
Troy City	67,492	67,600	1.00	2,437	.410
County Total	142,585	83,475	.59	3,254	.181

[a] Based on recent census (since 1960).
[b] No report for this item.
[c] No tax support for this area.
[d] Has a library but receives no local tax funds.

CHART 5
County Library Support
(Includes System and Nonsystem Libraries)



The lines defining the upper and lower support limits (______) show that the probable variation of library support at the county level falls within a small tax-base range. The least squares trend line (- - -) shows that the relationship of tax base and library support at this level is negligible. Some high per capita valuation counties devoted little money to libraries.

A good library for general use of students and out-of-school adults is an expensive operation. Moreover, since commuting distances must be fairly short to attract substantial use, many such units are likely to be needed in most counties. These facts and the relatively favorable support data for the six system areas having county library structures indicate a decided advantage in basing library support and operations on larger taxing units.[7]

Summary of Conclusions and Recommendations

1. The increase in expenditures (exclusive of capital expenditures) exceeds the national average by 32 percent in the State as a whole and by 66 percent Upstate. The increase has been supported by a substantial increase in both State aid and local support of public library service. Total State aid has increased faster than total local support, accompanying the expansion of systems during the period studied and revisions in the State aid formula. Since 1961, as systems have reached their maximum under the State aid formula and local support has continued to rise, the ratio of State to local tax support has diminished. By 1965, tax shares were as follows: local, 76 percent; State, 17 percent; Federal, 7 percent. Partially offsetting the 100 percent increase in operating expenditures (exclusive of capital expenditures) between 1957 and 1964, there has been an estimated 39 percent decrease in the buying power of the library dollar since the State aid formula was devised in 1956.

2. Federal aid is an important new resource in New York State. It has strengthened the Library Development Division and is making possible important research and experimental projects, as well as a great deal of new public library construction. It does not, however, substitute in any way for State and local support of ongoing library programs.

3. Among major system expenditures, costs of centralized processing amount to about one-third of the total expenditures in most systems. The recommendation in a study conducted by Nelson Associates for further centralization and mechanization seem to offer the best solutions here.

Expenditures for consultant services, the next largest expenditure item at the system level, are uneven as are the results of the service.

Interlibrary loan costs are very high, both in relation to the whole and to unit costs. Further cost data is needed. Possibilities for reducing the unit costs lie, for the most part, in improved management practices.

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[7] Counties and proposed "ACCES" areas are the available large-area taxing units.

Cash grants, made by systems to member libraries under various arrangements are a major expense in many areas. Their effect is to reduce the funds available for important central services which can be performed best only by system headquarters. In many cases such grants have not stimulated or bolstered local support. Under certain conditions such grants may be justified, but they should be provided for specifically in the State aid program and not drain off support for logical headquarters services.

Films and recordings, especially the former, are a highly expensive resource and service. Existing budgets of most systems are not generous enough to build adequate collections of both book and nonbook materials; additional funds should, therefore, be provided if this service is to be expected of public libraries. In the meantime, full advantage should be taken of film circuits and the resources at the State level. The possibilities of greater intersystem cooperation should also be explored more fully.

4. More counties (at least 20 by mid-1966) are contributing to the system and library effort in their counties, although in many cases their contributions are very meager. When local support is analyzed on a county-by-county basis, those counties having countywide library taxes have a high per capita rate of support. On an individual library basis, school district public libraries show a higher per capita support level than other types.

5. Central libraries in systems are seldom fully reimbursed for the services which they perform for the larger area. In most cases less than 50 percent of the population they are expected to serve contribute to their support. Central Book Aid is definitely strengthening the smaller central libraries but, for the most part, the central library responsibility overextends the designated libraries' collections, staffs, and facilities. Central libraries need more money to fulfill their regional responsibilities.

6. There is great variation at the local level in both the ability and the willingness to support library service. Some areas, receiving service from system headquarters and from neighboring libraries, contribute nothing to library support; many more have not made a reasonable local effort to carry their fair share. At the same time, there are communities where full or assessed valuation is so low that the maximum rate of taxation that can reasonably be expected for library purposes will not yield an adequate level of support.

To meet these problems, three recommendations are proposed for consideration:

(a) the development of a plan of library support involving certain minimum tax rates on larger taxing units, such as the county or proposed "ACCES" areas to automatically include localities now giving no support and to simplify the development of an equalization formula for State aid where local resources are inadequate to meet library needs

(b) the use of incentives to encourage greater local effort

(c) the granting of State aid on the basis of a minimum level of local library support where a reasonable local tax effort will not produce such a minimum

7. The foregoing conclusions and recommendations stem directly from this chapter on "Finance." They relate directly to existing programs and procedures. Other recommendations, which are basically fiscal but which grow out of needs for new programs and services, are presented or implied in other chapters of the report.

CHAPTER XII

TRENDS AND CHANGING CONCEPTS

As was suggested in the introduction to this report, public library service has meaning only in the context of the environment in which it operates. Many of the conditions which make up the library environment are self-evident and can be taken for granted. The difficulty is that they do not remain static. In our world of accelerating change, they are progressively shifting at a faster and faster rate. The identification and understanding of as many of these background factors as possible is an essential part of the research effort if that effort is to yield the most meaningful insights from the bare facts it has assembled.

Some of the major trends and changing concepts—not always proceeding directly from statistical data, but sometimes observed during the study as bearing significantly on library service in New York State—are noted in this chapter.

Public Library Service for What?

The role of the school, college, or special library is clear enough; each exists to serve the specific needs of the institution of which it is a part. The particular contribution which the public library can make and should make to the community of users which supports it is considerably less clearly defined. Traditionally, the public library has seen its function as: (1) to provide recreational reading for all ages; (2) to serve as a reference source, making information available on any subject within the limits of its collection, or trying to secure it from other agencies as the needs of its clientele necessitate; and (3) to guide and influence the reading tastes and interests of the community into channels that will be most productive in terms of human understanding, individual economic competence, and responsible family life and citizenship.

These objectives still stand, but some significant shifts in emphasis need to be noted. As paperback books, book clubs, radio, television, movies, and a growing number of other entertainment media have become more easily available to most people, the purely entertainment aspect of public libraries has tended to receive less attention in many communities. There likewise seems to be considerably less emphasis on the reading guidance function of the public library.

While the reasons for this shift are less clear, some material in this report suggests factors that have contributed to it. The marked increase in student use and the attendant need to acquire and organize larger and more varied collections geared to student needs in the face of lack of sufficient funds for a total library program may well have pushed the adult reading guidance function aside. In any case, it is clear from statistics of use that the public library's impact upon the out-of-school adult community is quite limited now. Without more stimulation and guidance of reading, the situation is not likely to improve in this aspect of needed library service.

Ironically, these shifts in emphasis have been accompanied by a growing recognition of the value of education as a route to richer personal lives and in meeting problems at all levels of our communal lives. Happily, however, there seems to be a growing and widespread realization that all education does not take place in the classroom. In the field of informal education the public library has no peer. It is the one place where the individual can go, either as a member of a group or alone, and pursue any subject of his interest at any place he chooses. The subject he pursues may be abstruse and academic, or it may be an immediate and practical concern connected with his personal well-being, his family, his business, or his community; the public library, at its best, is able to accommodate the full range of potential reader interests.

In the field of formal education, both college and high school students have made the public library their second home, local situations determining which are in the majority. Although important shifts in methods of teaching are largely responsible for this abrupt turning to libraries, the fact remains that it is a clear-cut case of the emergence of a need which the public library was able to fill, however imperfectly. Certainly, what has happened was neither planned nor anticipated by school or library officials. Public libraries can share in the reassuring sentiment of the current advertisement: "We must be doing something right."

The concept of public library service for small children has not changed appreciably from that of the past. Children still benefit from an exposure to many good books, especially when the exposure is combined with a fair degree of trained guidance. Recently more attention has been given to exposing culturally disadvantaged children to good books, especially at preschool levels. While the surface has barely been scratched in assisting these children to overcome environmental handicaps, there is some evidence that public library sponsorship or participation in such programs can and has helped.

There remains, however, an unresolved problem in respect to making public library service realistically accessible to small children.

Where the provision of information for any age level is concerned, whether it involves a single fact or intensive material on a complex subject, the important departure from the pattern of past service is the fact that information not available in the local library may now be procured from other public libraries on a basis of legal and practical access. The system structure is solely responsible for this improvement. Unfortunately, however, access has not generally been extended to other types of libraries.

There is little question that the most significant fact in the public library picture at this point is the shift to a volume of student use which amounts to from 50 to 60 percent of the total use of adult materials in many of the better libraries. Clearly, the social justification for the public library today rests strongly on student use, a fact which has become increasingly evident in the past several years. Yet, in spite of overwhelming evidence, almost no changes have been made in public library service to adapt to this quite different need. In community after community, little or no cooperation exists between college, school, and public library officials, and, in terms of structure and support of overlapping and competing agencies serving the same community of users, no new solutions have been devised and there is practically no research or experimentation under way to develop them.

A Minimum Level of Public Library Service

As public libraries of all sizes and varying degrees of adequacy are observed and especially as their performance is tested, it becomes clear that when a public library falls below a certain minimum ability to perform, it is no longer a good use of even the meager funds it receives. The difficulty is not entirely that it does not hold many materials which could be useful to many people, but that, because its holdings have neither range nor depth, it is erratic in its performance; its holdings often are isolated and incomplete in most subject fields, so that it can maintain a predictable level of performance in very few, if any, areas. The result is that busy people with a serious purpose tend eventually to ignore such libraries and attempt to meet their reading and information needs elsewhere.

Obviously, one of the great advantages of the library system, in theory at least, is that it raises the predictable level of its members' performance to a point where they are worth visiting. This is true, however, only when performance of the system meets the expectations which were designed into the concept—a condition which the study has shown does not always exist.

The implications of this concept for planning are several.

1. Every effort should be made to establish and employ the standards and measurements of library *use* which define this minimum level.
2. Support of both system and local library should not fall below the point required to maintain this level of performance.
3. Library administrators and boards of trustees should be extremely careful not to spread their libraries' services too thinly by attempting to perform more kinds of services or at a greater depth than can be performed with a reasonable degree of dependability. Every public library board should, though most do not, define its philosophical goals in terms of its usefulness to the community, as well as the specific features of the service program through which it hopes to accomplish those goals.
4. Finally, if public library service is capable of becoming as potent a force in community life as has been indicated, the fundamental and immensely difficult question eventually arises —at what minimum level may the public library function and from what source should come the major support for the function. Comparison with other educational services is inevitable.

Cooperation and Coordination

If a single trend stands out most clearly as a development of present times, it is probably the condition which someone has characterized as "calculated interdependence." No agency or individual operates alone or independently any longer. The keynote of social progress lies, in fact, in successfully relating individual efforts to mutual or overlapping interests. Nor is it enough to depend on the formal and casual cooperation of the past, based on courtesy and good will. Courtesy and good will are no less precious qualities than they have ever been, but the institutional cooperation of today must be systematic, organized, and based on the larger interests of society. In a public service endeavor such as public libraries, this is not only a moral dictum; it is a form of enlightened self-interest and the key to survival.

This observation will come as no revelation to members of the library profession. There is scarcely a library publication or meeting which does not address itself in some way to the need for cooperation and coordination among types of libraries and the several levels of government. Recent attention to the provision of dependable reference and research library service, where it is obvious that no library can be self-sufficient, has focused attention on the necessity to share "in-depth" library resources and services, but there are many other forces which are pushing cooperation into the forefront of our concern. Among such forces are:

(1) the growth, the successes, and the failures of interlibrary loan in our public library systems

(2) successful examples of other voluntary cooperative ventures, such as centralized processing

(3) increased Federal and State aid which has not only placed libraries on a broader base of support, but which has prompted legislators and others to ask embarrassing but logical questions about overlapping services

(4) the tremendous increase in the use of libraries by students, especially commuting students, and their complete disregard for tidy administrative distinctions about types of libraries, as long as a library can meet their needs

(5) exponential increases in the printed word itself

(6) the proliferation of new community colleges and other institutions of higher learning which do not yet have adequate library resources for even minimal needs, and should never attempt to be fully self-sufficient

(7) changes in the methods of education, with greater emphasis on individual work.

In addition, of course, there is the obvious futility of trying to develop a school library, a college library, a public library, or a special library which could ever meet all of the unusual needs of its particular community of users. It is equally obvious that the smaller the community of users served, the more its library will need to rely on others for material to meet more than the most common needs. The cooperative public library systems in New York State are an outstanding example of organized cooperation to facilitate meeting such needs. They probably approach the maximum which can be accomplished in a systematic relationship which is limited to one type of library and in which the members retain maximum autonomy and identity.

Barriers to further progress in cooperation and coordination fall into three major categories: (1) those which are a manifestation of some aspect of unwillingness to subordinate any segment of one's own library operation or library type to a larger authority or cause,

(2) the complexity and difficulty of knowing precisely where and how to move into the actual job, and (3) money. In all of these areas statewide planning, leadership, and support are essential. A bold and imaginative plan enlists support.

Accessibility

The great virtue of the library system lies in the relationship which is established among many libraries, thereby giving the library user legal access to resources which are not in his own library. This is fine as far as it goes; but, in actual practice, legal access to materials in another library may not always be too useful unless the user has some ways of knowing what is available to him in other libraries and can use these materials with reasonable convenience and expedition—the problems of bibliographic and physical access. The full advantage and potential of library systems and library cooperation in general wait to a considerable extent on better solutions to these two aspects of accessibility.

As already mentioned, the computer is making a contribution here, by making it possible to produce book catalogs, union lists, and other bibliographic tools relatively inexpensively and in quantity. Fast, inexpensive communication and transportation are perhaps even more important at this stage for getting the request quickly to the library which holds the item and getting the information back to the user. Likewise, facilities for making good and cheap copies often eliminate the necessity for removing the book or periodical from the library which owns it, and it is probably only a question of a short time until it will be economically feasible to transmit substantial amounts of informational material electronically, without going through the step of making and transmitting an actual copy.

As has been pointed out in other chapters, many of these devices are already in use in the libraries and systems of New York State. The point is, that techniques such as these should establish the directions and dimensions for library systems. Theoretically (and in the final analysis, practically), the fundamental problem of determining the relative strength to which local, regional and statewide resources should be developed rests squarely on the question of how successfully a user can tap the resources of another library, somewhere else.

There is every reason to believe that it will be vastly cheaper to construct the necessary bibliographic tools and the machinery of communication which will put the user in touch with library resources throughout the State than to duplicate those resources, or even a relatively small segment of them, where he lives. State and national solutions especially, deriving from extensive research and experimentation, are sorely needed in all segments of the accessibility problem. To the extent that the library profession and its lay leadership develop and improve accessibility to library service, they are taking full advantage of the library system concept.

Federal, State, Local Relationships

One of the most drastically changing areas which affects statewide library developments is the relationship of Federal, State, and local governments—relationships which involve more than finance; services, research and experimentation, and the less tangible (but no less important) business of leadership are also inherent in this relationship.

Coincidental with the development of New York's current public library system plan in 1957, the first Federal aid, in the form of the Library Services Act (followed later by the Library Services and Construction Act) became a reality. Although initially the grants were relatively modest and were limited to use for rural library development, the impact on library development in New York State was tremendous. Federal money financed new positions in the Library Development Division, conferences and study and planning grants at the regional level, and demonstrations of the values of cooperation, all of which helped foster acceptance of the basic system concept and stimulated and assisted regions throughout the State to take advantage of the new State legislation. Subsequently, Federal assistance has been extended to all types of libraries and all kinds of library activity through the Library Services and Construction Act, the Elementary and Secondary Education Act, the Higher Education Act, the Technical Services Act, and others. More recently there are signs and beginnings of welding these separate grant programs into a more coordinated program. There is no question but that the Federal government has moved into the library partnership permanently, and at a level which insures its being taken into account in planning for the future.

Current Federal grants are mainly for research and special projects and are not generally intended to be used for the regular support of ongoing programs. It is not entirely unrealistic, however, to look ahead to a not too distant time when Federal aid might be given in the form of a return of tax funds to the states and localities, in predictable and substantial amounts. Perhaps even more important in terms of planning library programs, especially in the area of reference and research library service, are the beginnings that are being made toward national solutions of some of the problems of bibliographic access. Great care must be exercised at the State level both to avoid duplicating national efforts, which in many cases will have applicability in New York State, and to assure compatibility with national developments.

Traditional attitudes and approaches notwithstanding, as the problems become broader and more complex; as the need for research, innovation and experimentation becomes greater; and as the tools of the library profession become more sophisticated; there is a growing need to move to broader bases for leadership and planning, as well as for the support of public services. Library service has quickly and irreversibly moved into a three-cornered partnership among local, State and Federal government. Its future welfare will depend on how willingly preconceptions are laid aside and how successfully plans are developed which assign to each of these partners that portion of the job which it, and it alone, can do best.

The importance of the right kind of educational leadership, planning, and services at the State level, for example, has been stressed by James B. Conant. At the 1964 annual conference of the Council of Chief State School Officers, he indicated that as late as 5 years before he would have advocated that local boards of education were the keystone to educational policy and that State Departments of Education were just to be "tolerated." "Now," he said, "I have changed my mind." In his book, *Shaping Educational Policy,* he also wrote, "What is needed are strong state boards of education, a first-class chief state school officer, a well-organized state staff, and good support from the legislature."[1]

The Urban Shift

Although urbanization is one of the most distinctive characteristics of our society, there has for many years been a strong tendency in the library profession to orient library system development, and practically all experimentation in new organization and structure, toward the problem of the rural library user. Fortunately, there at last seems to be a growing realization that more people live in metropolitan areas than outside them and that many of the most pressing problems exist in cities. Growing numbers of economically and culturally disadvantaged persons make their homes in cities, at the same time that the financial ability of the central cities to support more services is declining.

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[1] James B. Conant. *Shaping Educational Policy.* (New York: McGraw-Hill, 1964), p. 31.

Also, in spite of the unhappy fiscal dilemma in which cities find themselves, stronger city libraries are usually expected to provide the depth and range of library resources which lift the systems to a higher level of performance. Even so, it is the rare exception when these libraries are properly compensated for services which they perform beyond their own borders. It is inherent in the system concept to lean on the stronger, big-city brothers, but in designing system programs it should be noted that the big brother's cuffs are apt to be as badly frayed as his country relatives. Finally, there is the problem of the sprawling urban complex with its overlapping and uncoordinated jumble of governmental units, creating fiscal and other difficulties which are not necessarily remedied by the public library system—certainly not in the library systems as we find them in New York State today.

Finance

Already noted, above, are the significant shift toward the broader base of State and Federal governmental support, the decline of the central city as a source of fiscal support for cultural activities, and the fiscal problems of the metropolitan complex. Thoughtful librarians, trustees, and public officials are more and more re-examining the traditional philosophy of public library finance; i.e., that the basic support should be from local sources, supplemented by State and Federal funds.

Another changing concept with considerable meaning for statewide library planning is the tendency at all levels of government to give more consideration to the ability to support public services. This factor can be computed statistically, and the subject has been given quite intensive treatment under the appropriate headings in other chapters of this report. Likewise, the effect of the inflationary spiral, a matter of statistical fact, has been treated at greater length elsewhere. Both of these factors must receive consideration in any revision of the formula for public library system support.

Although it would be difficult to prove that there is increased taxpayer resistance to higher taxes for libraries, the feeling that such a condition does exist is rather general among library directors. Whether it is true or not would seem to be of more interest from the point of view of a campaign for support than in designing a plan or formula, which should be based on carefully defined and unexaggerated needs, not on how much the traffic will bear.

Personnel

Undoubtedly, every library of any size in the United States has been plagued for many years with personnel shortages. The problem is serious and has called forth many worthy efforts to improve salaries and otherwise attract more persons into professional library schools and eventually into the library profession. Yet the gap between supply and demand continues to spread, and there is no indication that the trend is about to be reversed to any appreciable extent.

No one questions the continuing necessity for the most intensive and effective training programs, the importance of professional and library-oriented judgment in matters that are essentially "library" in nature, or the need for the most attractive employment conditions. Questions are being raised, however, with increasing frequency, as to whether it is always necessary that librarians—persons with imagination and a real understanding of the library's mission in their special fields—attend a prescribed number of hours in library school classrooms after receiving the bachelor's degree, in order to be able to make a professional contribution in the field of librarianship.

When the library profession was very young and was necessarily struggling for status and recognition, there undoubtedly was a need for a more rigid adherence to an educational formula. It would seem that there is no longer this need to go on proving that librarianship is indeed a profession. The library profession should by now have reached a stage of maturity where it might dare to allow persons who have a significant contribution to make to take their place in a library, with full status and remuneration, even though they may not have travelled all the way along the orthodox training route.

This is not meant to imply that present professional library training is not useful and important. Much of it is immensely useful, especially for certain library situations. It can, however (with some changes), be made even more so and all of the evidence suggests that the time for absolute subservience to a rigid requirement system is long past.

All advanced positions in libraries need not necessarily be filled by library school graduates. There is not only room for but need for other specalists. There is also a place for persons intensively trained on the job and working under the general direction of professional supervisors. Inservice training, subject specialization, training and experience in related fields, more "borrowing" of courses in formal education (government, public administration, communications, etc.) are examples of the kind of preparation which not only might help to relieve the librarian shortage, but would bring much to the profession. The concept of a library team, as in team teaching in schools, could also be employed for more effective penetration of the community.

In the long run libraries will be known for the service they render, and there is good reason to think service would be improved by putting more emphasis on the aptitudes, attitudes, and skills needed to do what most needs to be done. It is the library profession itself which has erected the barriers that are responsible for keeping competent persons from doing many of the important things that now go undone; the public which uses and supports libraries asks only that its needs be met.

Management Techniques

The advent of the computer on the American scene has as yet had only a limited impact on libraries. Its implications, however, are vast. In addition to the usual management type of operations—bookkeeping, ordering, centralized processing, etc.—its possibilities for the storage and retrieval of information may eventually be revolutionary in their impact on libraries. In the meantime, its increasing applications to more or less traditional aspects of bibliographic control are bringing closer the feasibility of successfully using library collections which are removed from the user, and making the organized sharing of library resources a practical possibility. Obviously, the degree of usefulness of computers in solving library problems will have a proportional bearing on the optimum size of library units and their relationship to one another.

In the same vein, other technological developments in the field of communication can drastically alter the ideal means of accomplishing the philosophical objectives of libraries and, equally, of the ideal organizational structure for accomplishing them. Likewise, though less dramatic, workaday management techniques which improve the efficiency of libraries promise much for the future.

Partially because of the inherent nature of the library enterprise, but perhaps more as a result of the depressed level at which most libraries have been forced to operate for many years, those aspects of library operation which are basically problems of management have in the past been something less than their strongest points.

There is now emerging a much greater awareness of this vital part of library administration, and especially as State and Federal funds have become available, the larger and more forward-looking libraries are adopting modern equipment and methods for library purposes. Management skills can be purchased, and advantage is being taken of that fact. Library systems should be able to be especially helpful to smaller libraries in this regard.

A Look Ahead

The old truism that "success begets success" never made better sense than when applied to the public library scene. Take, for example, its converse: "dreadful libraries beget dreadful libraries." One of life's more depressing experiences is to walk up the steps and through the doors of any of a shamefully large number of public libraries which reached their zenith in the Carnegie period and have been quietly slipping downhill ever since. Here is genteel obsolescence to try the soul. Nor do these weak, undersupported institutions stimulate the kind of public response that might result in their improvement. They are truly their own worst enemies.

Happily, and in spite of dedicated efforts on the part of some trustees and librarians to perpetuate this Victorian-Sunday-afternoon type of library, the blinds are being raised, the doors opened, and fresh air and sunshine are beginning to creep in. State aid, Federal aid, and a growing understanding of the potential of strong public library service in the context of today's needs and resources are the major forces that are making the difference. There is even evidence that we may be approaching the point in New York State where the dominant image of the public library is one of usefulness; where there finally are enough successes to beget further successes.

Library systems have had much to do with this change. Also, there is probably nothing which injects new life and vigor into a community library situation like a new, properly located building which seems to speak to the conditions of the times. Use in a new library building doubles and even triples; support increases; and the library is at last in the position where its support will tend to be as good as the best program of service which the staff and the trustees can provide. Thanks to the Library Services and Construction Act, the first small wave of library construction since the time of the Carnegie grants is now moving across New York State and the nation. The effect on total library development cannot help but be salubrious.

TABLE 44

ESTIMATED WEEKLY LIBRARY USAGE IN NEW YORK STATE

	Estimated proportion[a] of population (by age and education groups) using libraries	1960		1985		Percentage increase in users
		Reading age population[b]	Estimated No. of users	Estimated reading age population[c]	Estimated No. of users	
5 to 24 years of age	5%	4,968,000	248,000	7,115,000	355,000	43%
25 years and over						
Education achieved						
Under high school	1%	5,988,000	60,000	3,531,000	35,000	−42
High school education (no college)	3%	2,431,000	73,000	4,726,000	142,000	95
1–3 years college	7%	804,000	56,000	1,891,000	132,000	136
4 or more years college	12%	901,000	108,000	2,149,000	258,000	139
Total for reading-age population	3.6%[d]	15,092,000	545,000	19,412,000	922,000[d]	69

[a] Proportion of population using libraries estimated from data collected in user survey.

[b] U.S. Census, 1960 (ages 5 and above).

[c] These projections were made by assuming 350,000 births a year and adjusting the cohorts by percentages obtained to agree with the population projection in U.S. Department of Commerce "Current Population," Series P-25, No. 326, February 7, 1966, p. 40. The educational attainment estimates were derived from "The Regents Statewide Plan for the Expansion and Development of Higher Education, 1964." No adjustments were made in these figures for migration.

[d] As a result of the increase in population with a higher level of education, total population of reading age using the library in a week will rise from 3.6 percent to 4.7 percent in 1985.

Lowell Martin recently commented that the public library could well be the "sleeper" among educational institutions. He points to the role which the better public libraries are already playing in their communities as the most convincing testimony to this fact, but notes the great gap which presently exists between the potential and the realization of that potential.

A few facts and figures developed by the Research staff of the Education Department help to illustrate what the magnitude of potential use will likely be in the next few years. (See Table 44.) The figures were arrived at by simply projecting current use patterns of public libraries in terms of population increases and levels of education, and thus do not take into account any increases in library use which may result from possible improved programs or environmental changes which might have a profound impact on library use.

Projecting these facts alone to 1985, we find: (1) an increase in the total reading age population of 29 percent, (2) an increase of 43 percent in student population, and (3) an increase of 139 percent in persons with 4 years or more of college education. All of which, taken together, implies that by 1985 the estimated number of active library users will have increased by 69 percent. Since there is every reason to presume that library service will continue to improve, especially in the poorer libraries, and will become more accessible, even a very conservative look ahead shows library use at least doubling in the next 20 years. If the promise of library systems is realized and if public libraries really are the "sleeper" among education institutions, the increase will be much, much greater than this.

CHAPTER XIII

SUGGESTIONS AND RECOMMENDATIONS

As the Introduction to this report pointed out, the thrust of the evaluation study has been to review and evaluate the development and impact of the public library systems program in New York State. Although it was not the primary charge to the Office of Research and Evaluation to develop a blueprint for modification of the existing program, it was felt that the report would be made sharper and have greater usefulness if, in those instances where a finding of the study was felt to carry implications for future action, a recommendation were made. In some cases the corrective action which might be taken is clearly limited to one possibility, or one distinctly advantageous course; in others, several possibilities exist, offering differing advantages; and in still other cases, the study has only been able to identify a problem where further study is indicated.

The section which follows is an attempt to pull together, in an extremely condensed form, only the most important of these recommendations or suggestions. In each case the point is developed at greater length in the body of the report and usually appears along with related recommendations, which are included in the summary sections at the end of the major chapters. It is assumed, and strongly advised, that the suggestions and recommendations made throughout the report, especially those involving legislative action, be explored further and discussed by all of the appropriate interests and that action proceed in the context of a carefully thought-out plan for a coordinated statewide program of total library service.

1. *Need for Coordinating Library Service of All Types at All Levels*

The present public library systems should be developed for coordination of all library service in their areas, including school and college libraries, with the possibility of these nonpublic libraries becoming system members. Public library systems would thus become library systems for all of the public that uses libraries.

Above the systems, specialized reference and research service should be organized into regions, each serving several library systems.[1] The State Library and its Library Development Division should function as an agency for all types of libraries. The result would be a coordinated statewide library program serving the total library needs of all of the residents of the State.

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[1] An appropriation of $700,000 was voted in 1966 to initiate a reference and research system and in November 1966, the Regents adopted regulations for the reference and research systems. See Appendix C.

Since the public library is the one library in each community which is concerned with library service which cuts across the library needs of the entire community, the public library systems and their member public libraries share with the State agency the primary leadership responsibility for bringing coordinated programs into existence.

2. *Need to Improve Information Service Through Public Libraries*

State aid should be sufficient to open to all residents of New York access to needed information. This can be achieved by building up reference resources, adding trained reference librarians, and tying all libraries into an information network. There should be a rapid communication flow from information centers to all residents through libraries.

The current efforts in the State to develop a reference and research library resources program, which will make such a level of service available to public library system users throughout the State, should be accelerated and given every possible support. Careful planning is essential, however, especially during the developmental stages, to insure that the reference and research library service program will be fully coordinated with existing libraries and programs (including the public library systems) and to avoid the possibility of creating competing programs.

3. *Need for Modifying Public Library Programs to Meet Student Needs*

More attention should be given at the State, system, and community levels to adjusting public library service programs and facilities to meet the special needs of the students who now comprise at least half of the public library users. Properly designed programs should result in improved service to nonstudents, as well as to students.

4. *Special Need for Coordination of Library Resources in Small Localities*

Development of formal agreements between local authorities for coordinated resources and services between public and school libraries, including experimentation with joint facilities in small localities, is recommended as a device to strengthen the too weak libraries often maintained in smaller places and to realize maximum access and return for all local readers.

5. *Need to Improve Educational Services of Libraries*

State aid to systems should be sufficient to insure stimulation and guidance of reading in a wider range of society, so that the public library can function as a means of continuing education for a majority of the population. This includes methods for calling reading material to the attention of potential readers, attracting them to the library, and aiding them in the use of resources. Persons of limited education constitute one of the groups needing such stimulation and guidance.

6. *The Need for a New Approach to the Support of Public Libraries and Public Library Systems*

The following principles should be observed in planning for any additional State aid to systems and to member libraries through systems.

a. Every community should be expected to have at least a minimum level of public library service for its residents. The minimum level of service should be defined by the State, and the State should share in meeting its cost.
b. Since the ability to support library services varies widely from one locality to another, the principle of equalization should be applied to any State assistance for meeting minimum service.
c. In order to minimize the problems which attend the computing of equalization aid on small, local taxing units, larger areas (such as counties or Cooperative Educational Services areas) should be used for this purpose.
d. Local support of public library service should move as rapidly as possible toward larger units, in order to gain such advantages as more efficient planning, elimination of service barriers that often exist between localities, and a more even level of service.
e. None of the preceding principles, nor any other, should make it impossible or discouraging for any community or locality to contribute a higher rate of support than its neighbors (or than any larger unit of government of which it is a part), in order to enjoy superior library service. New State aid provisions, over and above the existing State aid program, should,

in fact, be designed to stimulate levels of local support that are higher than enforceable minimum-level standards and to prevent inequities resulting from the unwillingness of some communities to tax themselves at a reasonable level for library service.

7. *Need to Strengthen Central Libraries*

State aid should be increased to enable the network of central libraries to handle the service responsibilities placed upon them under the systems program. New guidelines are needed on scope and depth of central collections and on central library staff, particularly staff who specialize in subject fields and in service to special groups within the population.

It is recommended that funds be made available to adequately compensate central libraries for the services which they perform on behalf of the system as a whole, and that central libraries be required to meet prescribed minimum levels of performance in order to continue to qualify for such a designation.

8. *Need for Development of Intermediate Level Service*

Selected library facilities with collections of about 35,000 volumes are needed in areas more than 15 to 20 miles distant from a central library. These intermediate service units would provide a measure of strength for people living beyond what the user survey in this evaluation study found to be the effective areas for direct use of central libraries. The intermediate units would in turn be closely related to the central libraries.

Since the per capita cost of libraries which would meet this need would in many places be prohibitive, it is recommended that consideration be given to special transportation services and other means of minimizing the distance factor, in addition to the ones now common to the systems.

9. *Need to Establish Clear Policies on Interlibrary Loans*

The Library Development Division should develop clear guidelines indicating a sound statewide policy on interlibrary loans. If this does not produce reasonably uniform policies over the State, regulations should be considered to insure them.

The central libraries of the systems and the State Library should be strengthened to enable them to satisfy a predetermined percentage of the requests placed on them, and provision should be made for further referral of requests neither source can satisfy.

10. *Need to Clarify Respective Roles of the Library Development Division and of the Library Systems in Carrying Out the Total Program*

Detailed guidelines should be developed setting forth respective responsibilities at the system level and State level in such matters as relations with local libraries, training functions, and creation of reader guides and tools. The relationship should be such that the State office supports and strengthens the prestige of the systems in their work with the local librarians and trustees.

11. *Need for Intersystem Coordination*

Consideration should be given to organizational changes and incentive grants to facilitate intersystem cooperation and projects. Promising areas are book acquisition and processing and the development of optimal service districts. Where intersystem borrowing privileges present equity problems, it will be necessary to arrange for compensating stronger libraries in those areas where system boundaries run through heavily populated areas with sharply differing levels of local library support.

12. *Need for Service in Communities Too Small to Maintain an Effective Chartered Library*

It is recommended that more experimentation with "reading centers," operated by the system under a contract with the community, be carried out to explore further one possible solution to the problem of service for the community which is too small to maintain an effective chartered library.

13. *Need to Meet the Backlog of Library Building Needs*

State assistance should be considered in order to accelerate the replacement of obsolete and inadequate library buildings which are an obstacle to the achievement of a comprehensive library service plan for the system area.

14. *Need to Promote Involvement in System Development Among Local Librarians and Trustees*

The Library Development Division and systems together should develop further inservice training programs for local librarians and trustees, designed to foster broader understanding of system programs and problems and greater recognition of member library responsibility in cooperative systems.

15. *Need for Increased Efficiency in Acquisition and Provision of Resources*

a. Experimentation should be undertaken in ways and means to reduce total time spent in book selection.

b. The system of acquisition and processing should be modified so as to reduce the time between date of publication and the date materials are received in local libraries.

c. The efficiency of acquisition, cataloging, and processing would be increased by intersystem cooperation, resulting in larger and more automated processing units.

16. *Need to Cope with Manpower Problems*

A more active program of keeping salaries competitive would be of value in providing more professional personnel in areas of critical shortage. Training activities for nonprofessional personnel must be intensified, including programmed or similar materials for individual study. Overall, the utilization of manpower should be under continuous study to insure that nonprofessional staff is trained and used for all functions which it can properly perform and that the limited supply of professional personnel is utilized in appropriate activities.

Certification requirements for public librarians should be continuously reviewed to make sure that a zeal for protecting the public from incompetent persons does not have the effect of excluding competencies which are much needed in libraries.

17. *Need for Periodic Review of Library Use*

Each library system should conduct a user survey periodically in which use by different educational levels in the population and use by persons in different geographic areas are analyzed. Techniques and criteria for measuring library use must be developed by which the system and local libraries can measure use and evaluate themselves from user survey data.

18. *Need for Periodic Review of Systems Programs*

Each system should be intensively reviewed, by the Library Development Division and local system personnel together, every 3 years. Statewide progress should be reviewed every 6 years. By this means, the capacity of the New York library system program can be made to keep up with the needs of the people of New York.

19. *Implementing the Recommendations*

The above proposals should be discussed among librarians and other interested persons during 1967 and translated into legislative recommendations in the summer of 1967 for consideration by the 1968 Legislature. Toward this purpose, an advisory council on libraries, including lay and professional persons, should be appointed.

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APPENDIX A

Selected Excerpts from New York State Education Law, Rules of the Board of Regents, and Regulations of the Commissioner of Education which pertain to Library Systems and Public and Free Association Libraries in effect
December 1965

EDUCATION LAW

§ 215. VISITATION AND REPORTS. The regents, or the commissioner of education, or their representatives, may visit, examine into and inspect, any institution in the university and any school or institution under the educational supervision of the state, and may require, as often as desired, duly verified reports therefrom giving such information and in such form as the regents or the commissioner of education shall prescribe. For refusal or continued neglect on the part of any institution in the university to make any report required, or for violation of any law or any rule of the university, the regents may suspend the charter or any of the rights and privileges of such institution.

§ 216. CHARTERS. Under such name, with such number of trustees or other managers, and with such powers, privileges and duties, and subject to such limitations and restrictions in all respects as the regents may prescribe in conformity to law, they may, by an instrument under their seal and recorded in their office, incorporate any university, college, academy, library, museum, or other institution or association for the promotion of science, literature, art, history or other department of knowledge, or of education in any way, associations of teachers, students, graduates of educational institutions, and other associations whose approved purposes are, in whole or in part, of educational or cultural value deemed worthy of recognition and encouragement by the university. No institution or association which might be incorporated by the regents under this chapter shall, without their consent, be incorporated under any other general law. An institution or association which might be incorporated by the regents under this chapter may, with the consent of the commissioner of education, be formed under the business corporation law or pursuant to the membership corporations law if such consent of the commissioner of education is attached to its certificate of incorporation.

§ 254. Standards of Library Service. The regents shall have power to fix standards of library service for every free association or public library which receives any portion of the moneys appropriated by the state to aid such libraries, or which is supported in whole or in part by tax levied by any municipality or district. If any such free association or public library shall fail to comply with the regents requirements, such library shall not receive any portion of the moneys appropriated by the state for free libraries nor shall any tax be levied by any municipality or district for the support in whole or in part of such library.

§ 255. Establishment of a Public Library. 1. By a majority vote at any election, or at a meeting of the electors duly held, any county, city, village, town, school district or other body authorized to levy and collect taxes; or by vote of its board of supervisors or other governing elective body any county, or by vote of its common council or by action of a board of estimate and apportionment or other proper authority any city, or by vote of its board of trustees any village, or by vote of its town board any town, or any combination of such voting bodies, may individually or jointly authorize the establishment of a public library with or without branches, and may appropriate money raised by tax or otherwise to equip and maintain such library or libraries or to provide a building or rooms for its or their use. Any such municipality or district may acquire real or personal property for library purposes by gift, grant, devise, bequest or condemnation and may take, buy, sell, hold and transfer either real or personal property for public library purposes. Whenever twenty-five taxpayers shall so petition, the question of providing library facilities shall be voted on at the next election or meeting at which taxes may be voted, provided that due public notice of the proposed action shall have been given. Whenever the electors of a school district at a district meeting duly held shall have authorized the establishment of a public library under the provisions of this section, at such meeting or at any subsequent meeting duly held, they may determine by a majority of the voters present and voting on the proposition to levy a tax to be collected in installments for the purchase or condemnation of a site and the erection thereon of a library building or the erection of a library building on land acquired otherwise than by purchase or condemnation, or for the purchase of land and a suitable building thereon and make necessary alterations and additions and equip such building for use as a library.

2. Upon the request of a majority of the members of the boards of trustees of two or more libraries chartered by the regents, if it

shall appear to the satisfaction of the commissioner that the establishment of a cooperative library system will result in improved and expanded library service to the area and that the area is suitable for the establishment of such a cooperative library system, the commissioner may call a joint meeting of the trustees of such libraries for the purpose of determining whether a cooperative library system shall be established and electing a board of trustees of such cooperative library system. If it shall appear to the commissioner that the area proposed for the cooperative library system is not sufficient to warrant the establishment of such system; that such area is not otherwise suitable or that for sufficient other reason such cooperative library system as proposed should not be established he shall disapprove such request.

a. Notice of such meeting shall be given by the commissioner to each trustee by mail to his last known address at least five days prior to such meeting. At such meeting the board of trustees of each library participating shall have five votes.

b. Such meeting shall be called to order by the person designated by the commissioner and shall thereupon organize by the election of a chairman. At such meeting a resolution in substantially the following form shall be presented for the action of the meeting: "Resolved that a cooperative library system be established consisting of the following libraries chartered by the regents........... (name libraries) for the purpose of expanding and improving library service in the area served by the above named libraries."

c. If the resolution described above is adopted, then the meeting shall proceed to elect a board of trustees of such library system to consist of not less than five nor more than twenty-five members as determined by the meeting.

d. Within one month after taking office, the trustees-elect shall apply to the regents for a charter as a cooperative library system.

e. The board of trustees shall manage and control such cooperative library system and shall have all the powers of trustees of other educational institutions in the university as defined in this chapter. Such board shall elect a president, secretary and treasurer. Before entering upon his duties, such treasurer shall execute and file with the trustees an official undertaking in such sum and with such sureties as the board shall direct and approve. The treasurer need not be a member of the board. The funds of the cooperative library system shall be deposited in a bank or banks designated by the board of trustees and shall be expended only under the direction of such trustees upon properly authenticated vouchers.

f. The term of office of trustees shall be five years except that the members of the first board of trustees shall determine by lot the year in which the term of office of each trustee shall expire so that as nearly as possible the terms of one-fifth of the members of such board will expire annually. Thereafter, the successors of such trustees shall be elected annually by a meeting of the trustees of the participating libraries in the cooperative library system. Such meeting shall be called by the secretary of the cooperative library system who shall give notice to all the trustees of participating libraries in the manner provided in subparagraph a. of this subdivision for giving notice of the meeting to authorize the establishment of such cooperative library system.

g. A contract may be entered into between the board of trustees of a cooperative library system and the department under which the state library will provide services, facilities and staff to the cooperative library system upon terms agreed upon by and between the parties to such contract.

h. Nothing herein contained shall be deemed to deprive any participating library of its property.

i. The board of trustees of any library chartered by the regents which is not participating in a cooperative library system may adopt a resolution requesting that such library become a participating library in a cooperative library system. Duplicate copies of such resolution certified by the clerk of such board of trustees shall be filed with the board of trustees of the cooperative library system. If such board approve such resolution such approval shall be endorsed thereon and a copy thereof shall be filed with the commissioner. Upon such resolution being approved by the commissioner such additional library shall become a participating library in such system and shall have the same rights, duties and privileges as other libraries participating therein.

j. Notwithstanding the foregoing a county by action of its board of supervisors, or other governing elective body, may create a library department to be administered in the same manner as other departments of the county government for the purpose of providing library services to residents of the county and may appoint in connection therewith an advisory board of five members. The term of office of members of such advisory board shall be five years from the date of their appointment except that the first members of such board shall be appointed for terms of one, two, three, four and five years respectively. Such library department shall be deemed to be a library system as defined in section two hundred seventy-two of this chapter.

k. The participating libraries in such library system shall be those libraries, members of the boards of trustees of which join in petitioning the commissioner to call the meeting for the establishment of the cooperative library system pursuant to this section, and who are named in the resolution voted upon by such meeting and in the charter of the library system.

§ 256. CONTRACTS. Any authority named in section two hundred fifty-five may grant money for the support of free association libraries, provided such libraries are registered by the regents; or may share the cost of maintaining a public library or libraries and also the cost of all capital improvements thereto as agreed with other municipal or district bodies; or may, individually or jointly with another municipal or district body, contract with the trustees of a free library registered by the regents, or with any municipal or district body having control of such a library, to furnish library privileges to the people of the municipality or district for whose benefit the contract is made, under such terms and conditions as may be stated in such contract. The amount agreed to be paid for such privileges under such contract shall be a charge upon the municipality or district and shall be paid directly to the treasurer of the library.

§ 260. TRUSTEES. 1. Public libraries authorized to be established by action of the voters or their representatives shall be managed by trustees who shall have all the powers of trustees of other educational institutions of the university as defined in this chapter; provided that the number of trustees of county public libraries shall not be less than five nor more than eleven and that the number of trustees of other public libraries shall be five. The number of trustees of joint public libraries authorized to be established by two or more municipalities or districts or any combination thereof shall be not less than five nor more than twenty-five, as determined by agreement of the voting bodies empowered to authorize the establishment of such libraries pursuant to subdivision one of section two hundred fifty-five of this chapter and shall be set forth in the resolution authorizing the establishment of such joint public library. Such resolution shall also set forth the number of such trustees which each of the participating municipalties or districts shall be entitled to elect or appoint, and the terms of office of the first trustees as determined in accordance with subdivision three of this section.

2. The trustees of public libraries authorized to be established by cities shall be appointed by the mayor and confirmed by the common council, in counties they shall be appointed by the county board of supervisors or other governing elective body, in villages they shall be appointed by the village board of trustees, in towns they shall be appointed by the town board, and in school districts they shall be elected by the legal voters in the same manner as trustees are elected in the school district which established said library; that the first trustees shall determine by lot the year in which the term of office of each trustee shall expire and that a new trustee shall be elected or appointed annually to serve for five years. Notwithstanding the foregoing provisions of this subdivision, in any case where a town is a contributor to the support of any such public library in a village located within the town the appointment of trustees of such library who reside outside the village but within such town shall be subject to the approval of the town board of each town. The charter of any public library granted prior to April thirtieth, nineteen hundred and twenty-one, which provides for trustees, their terms of office and method of election or appointment in a manner differing from that hereinbefore provided, shall remain in full force and effect until the regents, upon application of the library trustees, shall amend the charter to conform to the provisions of law in effect when such amendment is made.

3. The trustees of a joint public library authorized to be established by two or more municipalities or districts or any combination thereof shall be appointed or elected by the body authorized by subdivision two of this section to elect or appoint trustees of public libraries authorized to be established by such municipality or district. The number of such trustees to be elected or appointed by each of the participating municipalities or districts shall be determined as provided in subdivision one of this section. The term of office of such trustees shall be five years except that the terms of the first trustees shall be so arranged that the terms of as nearly as possible to one-fifth of the members shall expire annually.

4. No person who is a member of any municipal council or board authorized by this section to appoint public library trustees in any municipality shall be eligible for the office of such public library trustee in such municipality.

5. Regular meetings of a board of public library trustees shall be held at least quarterly, and such board shall fix the day and hour for holding such meetings.

§ 264. Use of Public Libraries. Every library established under section two hundred fifty-five . . . shall be forever free to the inhabitants of the municipality or district which establishes it, subject always to rules of the library trustees who shall have the authority to exclude any person who wilfully violates such rules; and the trustees may, under such conditions as they think expedient, extend the privileges of the library to persons living outside such municipality or district.

§ 271. Apportionment of Money for Grants to Libraries. Such sum as shall have been appropriated by the legislature for grants to libraries shall be paid annually by the commissioner of taxation and finance, on the warrant of the comptroller, according to an apportionment to be made by the commissioner for the benefit of free libraries in accordance with the regulations of the commissioner; that from such sum each free circulating library complying with such regulations shall receive an apportionment of one hundred dollars annually. No library shall receive an amount greater than that provided for the same purpose from local sources. Libraries serving less than five thousand persons shall be entitled to receive books equivalent in value to an additional one hundred dollars annually, provided however that any library entitled to receive state aid under this section may elect to receive all or any part of such aid in the form of reference books rather than direct payment. For any part of the apportionment not payable directly to the library trustees the commissioner shall file with the comptroller proper vouchers showing that it has been spent in accordance with law for books for such libraries. Books paid for by the state shall be subject to return to the department whenever a library shall neglect or refuse to conform to the law or regulations under which it secured them.

§ 272. Conditions Under Which Library Systems are Entitled to Alternative State Aid.

1. The term "library system" as used in this article means:
   a. A library established by one or more counties.
   b. A group of libraries serving an area including one or more counties in whole or in part.
   c. A library of a city containing one or more counties.
   d. A cooperative library system established pursuant to section two hundred fifty-five of this chapter, the plan of library service of any of which shall have been approved by the commissioner.

2. The "area served" by a library system for the purposes of this article shall mean the area which the library system proposes to serve in its approval plan of service. In determining the population of the area served by the library system the population shall be deemed to be that shown by the latest federal census for the political subdivisions in the area served. Such population shall be certified in the same manner as provided by section fifty-four of the state finance law except that such population shall include the reservation and school Indian population and inmates of state institutions under the direction, supervision or control of the state department of correction, the state department of mental hygiene and the state department of social welfare. In the event that any of the political subdivisions receiving library service are included within a larger political subdivision which is a part of the library system the population used for the purposes of computing state aid shall be the population of the larger political subdivision. In the event that the area served is not coterminous with a political subdivision, the population of which is shown on such census, or the area in square miles of which is available from official sources, such population and area shall be determined, for the purpose of computation of state aid pursuant to section two hundred seventy-three by applying to the population and area in square miles of such political subdivision, the ratio which exists between the assessed valuation of the portion of such political subdivision included within the area served and the total assessed valuation of such political subdivision.

3. "Approved plan" as used in this article means a plan of library service by a library system approved by the commissioner subsequent to May first, nineteen hundred fifty-eight.

4. Approval shall not be given to a library system unless it will serve at least two hundred thousand people or four thousand square miles of area, provided, however, that provisional approval may be given to a library system which will serve at least fifty thousand persons provided the area served includes three or more political subdivisions and provided further that a satisfactory plan of expansion of service to be followed during the ensuing five-year period is adopted by such library system and approved by the commissioner.

5. The board of trustees of the library system shall submit to the commissioner the plan of library service. Such plan shall be supported by such information as the commissioner may require in the form prescribed by him.

6. No such plan of library service shall be approved by the commissioner unless he finds that it provides for the residents of the area served thereby a method conforming to the regulations of the commissioner by which the participating libraries are obligated to permit the loan of books and material among members of the system for use on the same basis permitted by the library which owns or controls them.

7. The commissioner shall by regulation provide the standard of service with which such a library system must comply. Such regulations shall, among other things, relate to the total book stock; the diversity of such book stock with respect to general subjects and type of literature, provided that such regulations shall not, directly or indirectly, prohibit the inclusion of a particular book, periodical or material or the works of a particular author or the expression of a particular point of view; annual additions to book stock; circulation of book stock; maintenance of catalogs; number and location of libraries or branch libraries; hours of operation and number and qualifications of personnel, necessary to enable a library system to render adequate service. Such regulations may establish standards which differ on the basis of population; density of population; the actual valuation of the taxable property within the area served; the condition of library facilities in existence on April first, nineteen hundred fifty-seven; the amount raised by taxation by or for the area served; the relation of such amount to population and actual value of the property taxed; the relation of the amount of funds received by a library system from local taxes to that derived from private contributions; or on such other basis as the commissioner finds necessary to provide for the equitable distribution of state aid.

8. Each library system receiving state aid pursuant to this section and section two hundred seventy-three shall furnish such information regarding its library service as the commissioner may from time to time require to discharge his duties under such sections. The commissioner may at any time revoke his approval of a plan of library service if he finds that the library system operating under such plan no longer conforms to the provisions of this section or the regulations promulgated by the commissioner hereunder; or, in the case of provisional approval, if such library system no longer conforms to the agreement, plans or conditions upon which such provisional approval was based. In such case a library system shall not thereafter be entitled to state aid pursuant to this section or

section two hundred seventy-three unless and until its plan of library service is again approved by the commissioner.

9. In the event that the total sum raised by local taxation for the support of a library system and participating libraries in an annual period is less than the average of the amounts raised for such purposes by local taxation for the three years immediately preceding the approval of its plan of service, the state aid to which such library system would otherwise be entitled shall be reduced by twenty-five per centum. Such state aid shall likewise be reduced by twenty-five per centum in the event that the library system shall refuse after reasonable notice to make provisions for the expansion of the area served in accordance with the regulations of the commissioner.

10. In promulgating regulations and approving, rejecting or revoking plans of library service pursuant to this section, consideration shall be given to:

a. The prevention of unreasonable discrimination among the persons served by such library system.

b. The need for rapid expansion of library facilities in areas not now served.

c. The need of each library system for the professional services of an adequate number of librarians having, in addition to general familiarity with literature, special training with respect to book selection and organization for library use.

d. The need for a book stock sufficient in size and varied in kind and subject matter.

e. The need for regular fresh additions to book stock.

f. The need for adequate books, materials and facilities for research and information as well as for recreational reading.

g. The need for outlets convenient in time and place for the circulation of books.

h. The desirability for the integration of existing libraries and new libraries into systems serving a sufficiently large population to support adequate library service at a reasonable cost.

i. The need for the economic and efficient utilization of public funds.

j. The need for full utilization of local pride, responsibility, initiative and support of library service and the use of state aid in their stimulation but not as their substitute.

§ 273. APPORTIONMENT OF STATE AID.

1. A library system, the plan of service of which shall have been approved by the commissioner subsequent to May first, nineteen hundred fifty-eight, which library system as so approved shall have less than one hundred thousand volumes in its central library, may through its trustees submit to the department a plan for the acquisition of sufficient books to result in the central library of such system having as its book stock at least one hundred thousand volumes by the end of the ten-year period following the date of approval. Upon approval of such acquisition plan such library system shall be entitled to receive from the department annually four times the number of volumes approved by the commissioner which the library system has acquired in accordance with such plan from its own funds which have been derived from sources other than state aid.

2. Any library system providing service under an approved plan during a calendar year shall be entitled to receive annually state aid consisting of the following amounts:

a. An annual grant of:

(1) Five thousand dollars where the library system serves less than one county, or

(2) Ten thousand dollars where the library system serves one entire county, or

(3) Where the library system serves more than one county the system shall be entitled to receive fifteen thousand dollars for each entire county served and/or five thousand dollars for each county, any part of which is served by the library system.

b. The sum of thirty cents per capita of population of the area served.

c. An amount equal to the amount by which expenditures by the library system for books, periodicals and binding during the preceding calendar year exceeds thirty cents per capita of population of the area served but the total apportionment pursuant to this paragraph c. shall not exceed twenty cents per capita of population served.

d. The sum of six dollars per square mile of area served by the library system in the case of library systems serving one county, or less. Such sum of six dollars shall be increased by three dollars for each additional entire county served, provided, however, that no apportionment pursuant to this paragraph d. shall exceed eighteen dollars per square mile of area served.

e. In addition to the sums provided in paragraph b. of this subdivision, the New York public library shall receive an amount equal to its actual expenditures for books, periodicals and binding for the central reference department which expenditures are not otherwise reimbursed or four hundred thousand dollars whichever is less.

3. Any such library system which has not heretofore received state aid pursuant to former section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight and the plan of service of which is approved after April first, nineteen hundred sixty shall be entitled to receive within sixty days after the date of such approval:

a. The sum of ten thousand dollars if the library system serves one county or part thereof or,

b. If the library system serves more than one county it shall be entitled to receive twenty thousand dollars for each entire county served, and/or ten thousand dollars for each county, and any part of which is served by the library system.

4. A library system which has heretofore received state aid pursuant to section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight shall be entitled to receive within sixty days after the date of approval of a plan of library service submitted subsequent to April first, nineteen hundred fifty-eight twenty thousand dollars for each additional entire county not theretofore served which receives library service under such new plan.

5. A library system the plan of library service of which has been approved under sections two hundred seventy-two and two hundred and seventy-three as in effect on March thirty-first, nineteen hundred fifty-eight, and which subsequently prior to July first, nineteen hundred fifty-eight submits a plan of library service which is approved pursuant to this section shall be deemed to have been operating continuously under an approved plan of library service.

6. a. Notwithstanding any other provision of this section, a library system which has not received state aid pursuant to former section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight and which shall provide library service under a plan of library service which is approved after January first in any year shall receive within sixty days after such approval of such plan state aid computed in accordance with

paragraphs a, b, c and d of subdivision two of this section, except that such state aid shall be prorated at the rate of one-three hundred sixty-fifth per day from the date of such approval to the end of the calendar year.

b. For the purpose of computation of state aid under this subdivision, the library system shall certify to the commissioner estimates of the amount to be expended by such library system during the current calendar year for books, periodicals and binding. At the conclusion of such calendar year such library system shall certify to the commissioner the actual expenditures during such calendar year for books, periodicals and binding. If it shall appear that the amount of state aid as computed using such actual expenditures is less than the amount paid, the difference between such amounts shall be deducted from the next payment of state aid to which such library system shall thereafter become entitled pursuant to this section.

7. Within the amounts appropriated therefor moneys paid out pursuant to this section shall be paid out of the state treasury on the certificate of the commissioner after audit by and upon the warrant of the comptroller.

8. The apportionment made pursuant to this section shall be in lieu of the apportionment provided in section two hundred seventy-one of this chapter.

RULES OF THE BOARD OF REGENTS

§ 163. Approved Library Requirements. The Commissioner shall establish regulations for the registration of libraries and auxiliary units, for personnel, for quarters and equipment, for collections, for schedules of service and reports.

§ 166. Annual Reports of Libraries. Every library in the University, other than a school library, shall transmit to the Department annually, on February 1st, a report for the previous year ending December 31st in such form as shall be prescribed by the Commissioner; but a library may report for a year ending on some other date with the approval of the Commissioner. Any library in the University whose annual report for the preceding year is not received within 60 days after the expiration of such year shall not participate in any apportionments of library money for the ensuing State fiscal year unless such neglect is duly excused by the Commissioner. Any library failing to report for two consecutive years shall be deemed to have discontinued its functions, and after due notice its registration may be rescinded, or its charter suspended.

REGULATIONS OF THE COMMISSIONER OF EDUCATION

§ 99. Registration of Libraries

The Library Extension Division shall determine by inspection and from the reports of public and free association libraries whether the requirements of the Regents and of the Commissioner of Education for registration of libraries are met. If any library is shown to be operating a service that fails to meet such requirements, registration shall be suspended until they are met or may be rescinded and no grants shall be paid for its support as provided by section 271 of the Education Law.

§ 100. Standards for Registration of Public and Free Association Libraries

A public or free association library will be registered if it meets standards satisfactory to the Commissioner in regard to:

1. Book collection
2. Income
3. Librarians and minimum hours. The library, in charge of a competent staff, must be opened at fixed times as follows:

POPULATION	MINIMUM WEEKLY STANDARD HOURS
Below 500	6
500- 2,499	12
2,500- 4,999	18
5,000-24,999	30
25,000-99,999	45
100,000 plus	60

4. Financial report
5. Library records
6. Classification and arrangement
7. Building and equipment

§ 101. Approval of Library Systems

A library system may be approved for State aid under sections 272 and 273 of the Education Law, as amended by chapter 933, Laws of 1958, if it complies with the provisions of the aforementioned sections of the Education Law and if it meets the following Regulations of the Commissioner:

1. Full approval shall not be given to a library system unless it will serve at least 200,00 people or 4,000 square miles of area. Provisional approval may be given to a library system which will serve

at least 50,000 persons provided the area includes three or more political subdivisions and provided further that a satisfactory plan is submitted for expansion of service during the ensuing 5-year period.

2. a. In order to qualify for full approval, a plan submitted by a library system shall provide for the free use by all residents of the area served of the total library resources within the system by acceptance by all libraries in the system of a borrower's card issued by any library in the system, to be honored on the same basis as that specified for cardholders in each individual library.

b. Provisional approval may be granted provided that each member library of the system shall have the right to borrow for one or more of its cardholders from any other member library of the library system any book or other material on the same basis as that provided by the lending member library applicable to its resident cardholder.

c. The provisional approval of a library system may be extended by the Commissioner for a period of not more than 3 years after the expiration of the original 5-year period upon satisfactory proof that immediate full compliance with paragraph a. of this subdivision will result in specific extreme hardship to such system or its participating libraries upon the condition that such library system submit to the Commissioner, prior to such extension, a satisfactory plan for compliance with paragraph a. hereof within the period of such extension. As a further condition of such extension, the Commissioner may require a demonstration by the library system of free access to a portion of the population served by such system. Each such library system shall annually submit a report of progress toward full compliance with paragraph a.

3. Each system shall submit a plan which shall include a description of the means by which the various economic, cultural, civic and age groups will be assisted by qualified personnel in deriving maximum benefit from library resources.

4. Each system shall certify that there will be employed within the library system at least one full-time staff member (or the equivalent) for each 5,000 residents of the area served by the system, exclusive of janitorial, cleaning, and maintenance workers. There shall be employed within each fully approved system of libraries at least six professional librarians engaged in system services. There shall be employed within each provisionally approved system of libraries at least four professional librarians engaged in system services.

5. a. For full approval each system shall add annually at least 4,000 titles not previously held by the system.

b. For provisional approval each system shall add annually at least 2,000 titles not previously held by the system.

c. Titles acquired under subdivision 1, section 273, aid to central libraries, may not be counted toward meeting this regulation.

6. Each system shall provide a means of location of materials added in the libraries of the system.

§ 101-a. STANDARDS FOR CENTRAL LIBRARIES

Each library system applying for State aid pursuant to section 273, subdivision 1, of the Education Law, shall submit an acquisition plan. Such plan shall comply with said statute, and, in addition, with the following:

1. The system shall certify that in the one library in the system having the greatest number of adult nonfiction volumes, there are less than 100,000 volumes of adult nonfiction, bound periodicals and books in foreign languages. Such certified holdings shall be the base from which the central library book aid to the system shall be computed. Branch and similar extension collections may be excluded in this computation.

2. If, after approval of this acquisition plan, the system shall expand its service area to include either (a) another library system receiving central library book aid, or (b) a library with a larger adult nonfiction book collection, the system shall amend its statement under subdivision 1 above.

3. The central library collection of adult nonfiction shall be physically assembled so as to provide maximum use of the collection by residents of the area served by the system.

4. If the system provides that the central library collection is to be housed in more than one location, the system shall:

a. Show that such separation of the central collection will not weaken the scope of the collection or the quality of the reference and informational service available to readers through such collection, and

b. Provide that there shall be a unified means of location of the total adult nonfiction holdings of the several libraries in which the central library collection is housed.

5. The central library of the system shall provide information service and bibliographical assistance to readers.

6. The system shall annually submit to the Library Extension Division, as a supplement to this acquisition plan, an application stating:

a. The number of volumes for which the system intends to apply under Education Law (section 273, subdivision 1) in the succeeding year, and

b. The number of adult nonfiction volumes, books in foreign languages and bound periodicals which the system and its member libraries have acquired in the preceding year from sources other than State aid.

7. The volumes to be acquired under such plan by the system shall be adult nonfiction or books in foreign languages.

§ 101-b. FINANCIAL ACCOUNTING IN COOPERATIVE LIBRARY SYSTEMS

1. The fiscal year of each cooperative library system shall begin with the first day of January and end with the thirty-first day of December.

2. No trustee, officer or employee of the system shall be interested directly or indirectly in any claim against or contract with the system except for lawful compensation and expenses. However, a trustee who is not the treasurer may be a stockholder, officer or director of a bank designated as depository for the system.

3. The board of trustees of every cooperative library system shall:

a. Appoint two separate accounting officers: a financial clerk and a treasurer who shall hold office at the pleasure of the board. The secretary of the cooperative library system board or the library system director may be appointed the financial clerk. In the event that either of these officers becomes temporarily incapacitated, the board may appoint one of its members to serve temporarily in either of these positions.

b. Provide satisfactory minute book for recording the minutes of the meetings of the board of trustees and the proceedings of the annual meeting of the participating libraries. In this minute book the secretary shall record the action of the board on all bills approved for payment or shall refer to a schedule of such bills by date, schedule number and amount approved. This schedule shall be filed as a public record.

c. Provide the financial clerk with a distribution ledger in which he shall record itemized receipts and itemized payments, which shall be classified in each case as is required for the annual financial report.

d. Provide the treasurer with a cashbook in which he shall enter an itemized record of all receipts and payments.

e. Adopt a prenumbered receipt form printed in triplicate, and require the treasurer to acknowledge the receipt of any library funds paid over to his custody by issuing his receipt as follows: a copy to the payer, a copy to the financial clerk and a copy to be retained by the treasurer.

f. Adopt a prenumbered voucher-check and require the use of this form in paying all system obligations except as otherwise provided in paragraph r. This form must provide for the signature of the treasurer and may provide for as many additional signatures as the board may require.

g. Adopt at least 30 days prior to the start of the ensuing fiscal year an estimate of receipts and appropriations (annual budget) on forms prescribed by the Commissioner of Education, and file such budget with the Department within 60 days thereafter.

h. Amend the budget at any time during the fiscal year and provide for appropriations from any additional revenues received.

i. Keep the incurred obligations in each fiscal year within the amounts authorized by the budget and amendments thereto.

j. Settle all accounts of the library system on or before December 31.

k. Disburse library funds only on the basis of itemized vouchers which have been certified by the claimants and audited and approved by the board of trustees except as otherwise provided in paragraph r. However, the board of trustees may by resolution determine that vouchers may be audited and approved by a committee comprised of at least three board members or by an individual designated by the board as auditor. Any individual so designated may not hold the office of financial clerk or treasurer and shall be bonded with such penalty and sureties as the board may require.

l. Provide by resolution that amounts due upon contracts, for fixed salaries or for compensation of employees regularly engaged at agreed periodic rates, may be paid without prior audit upon submission to the treasurer of a voucher or payroll duly certified by the library system director or his duly authorized representative.

m. Establish rules and regulations governing the reimbursement of trustees, officers and employees of the system and its member libraries for actual and necessary expenses incurred in the performance of official duties assigned by the trustees of the library system or in attending meetings designated by the library system board of trustees. In lieu of actual and necessary travel expenses, the trustees may establish a mileage rate for the use of personally owned automobiles.

n. Require the treasurer to render monthly reports, showing the following information for the guidance of the board: balance on hand at the beginning of the month; itemized list of receipts during the month; total withdrawals made from the bank account during the month; balance on hand at the end of the month and reconciliation with the bank statement.

o. Require a monthly report from the financial clerk showing amounts of receipts by source and expenditures by budget category for the month and year to date.

p. Cause an annual audit of the treasurer's records to be made either by a committee of the board or by an independent auditor.

q. Provide adequate filing equipment for the preservation and systematic arrangement of all paid and unpaid bills, cancelled checks, bank statements, debit charge slips, contracts and other financial records.

r. At its discretion, establish a petty cash fund for the purpose of making payment in advance of authorization of properly itemized bills for materials, supplies or services furnished to the library system calling for immediate payment on delivery.

(1) Whenever a petty cash fund is established, the board shall designate the director or the financial clerk of the system to administer and be responsible for such fund. No such fund shall exceed $50 at any one time.

(2) The person in charge of such petty cash fund shall keep such records as may be necessary for the accurate accounting of all transactions and shall make reports to the board of trustees as required by such board.

(3) From time to time checks may be drawn to the person designated to administer the petty cash fund in an amount which shall not exceed payments made in cash as indicated by receipts, receipted bills or other evidence of payment in form available to audit.

(4) The petty cash fund shall be completely closed out at the end of each year and the general fund reimbursed by the original amount transferred to the petty cash fund.

s. The treasurer shall deposit all moneys within five days after receipt in a depository designated by the trustees. The trustees may authorize the treasurer to deposit or invest moneys not required for immediate disbursement in special time deposit accounts or certificates of deposit issued by a bank or trust company located and authorized to do business in this State, provided that such account or certificate of deposit shall be payable within the time the moneys shall be needed, and provided further that such account or certificate of deposit shall be secured by a pledge of obligations of the United States of America or obligations of the State of New York. Investments may also be made in obligations of the United States of America or of the State of New York, registered or inscribed, when possible, in the name of the system, and payable or redeemable at the option of the system within such time as the proceeds shall be needed, but in any event not later than the end of the fiscal year. Such obligations shall be purchased through, delivered to and held in the custody of a bank or banker designated by the trustees for the deposit of system moneys.

4. The trustees of each cooperative library system shall file with the State Education Department, on forms provided by it, a financial report of the preceding fiscal year within 60 days of the close of such fiscal year.

§ 105. ALLOTMENTS

1. Applications for apportionment of money for grants to libraries as provided by section 271 of the Education Law, as amended by Chapter 933 of the Laws of 1958, shall be submitted on or before July 1 for each registered free library or registered branch applying for such apportionment, on a form approved by the Commissioner of Education and signed by the proper officers of the library. Such application shall state the amount spent during the year ending December 31 previous thereto for books, periodicals and binding.

2. Registered libraries not members of a library system and serving less than 5,000 persons may apply on or before July 1 of each year for an additional grant of reference books equivalent in value to $100. Selection of the titles shall be on the basis of standard lists furnished by the Division of Library Extension and on specified forms. Any library eligible for book aid under this section may request that all or part of the apportionment of money for which it would be eligible pursuant to subdivision 1 of this section be received in the form of reference books.

APPENDIX B

New Developments

SUMMARY OF 1966 LEGISLATION[1]

"This was a particularly notable year for State aid increases for library services. Both library systems and local libraries stand to benefit greatly from legislation passed during the 1966 session. The revised formulas for the allocation of State aid to the library systems, as stated in Chapter 845 of the Laws of New York (1966), increase the amount of State aid by about $2,800,000 over previous appropriations of $10,500,000 to a new total of $13,300,000 for 1966-67. Additional amendments to the formula will become effective in 1967-68; these amendments will add approximately $1,000,000 to the total amounts. A further appropriation of $700,000 was made for the use of the State Education Department in initiating a reference and research library resources program. This appropriation represents the successful culmination of 6 years' effort. The program is to be administered by the New York State Library.

* * *

Outline of Changes

"Specifically, Chapter 845 revises the several State aid formulas in § 272 and § 273 of Education Law. The following changes became effective for the 1966-67 fiscal year:

1. Increased per capita support from 30¢ to 40¢ (Education Law 273:2b).

2. Increased per capita book reimbursal incentive factor from 20¢ to 30¢, based upon a per capita minimum of 40¢ (Education Law 273:2c). Formerly, this was based upon a per capita minimum of 30¢. The incentive feature will thus be operative on book expenditures up to 70¢ in contrast to the former ceiling of 50¢.

3. Increased the grant to The New York Public Library from a maximum of $400,000 to a maximum of $525,000 (Education Law 273:2e).

4. Effective in 1967-68, the square mile factor will be increased as follows (Education Law 273:2d):

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[1] Stefan B. Moses. "Summary of 1966 Legislation." *Bookmark* 26:53-55, November 1966.

	Present	Beginning 1967-68
1 county or less	$ 6	$ 8
2 full counties	$ 9	$12
3 full counties	$12	$15
4 full counties	$15	$20
5 full counties	$18	$24

5. Increases in annual grants per county (Education Law 273:2a) also become effective in 1967-68. These increases will be as follows:

	Present	Beginning 1967-68
Less than one county	$ 5,000	$10,000
One entire county	$10,000	$15,000
Each entire county in a multicounty system	$15,000	$20,000

"In those cases in which two or more systems serve an entire county, each library system will receive an annual grant of $10,000 and in addition a pro rata share of an additional $10,000. Such pro rata share will be computed in accordance with the ratio which the population served by the respective system bears to the total population of the county.

Central Library Aid Extended

"Another significant feature of this year's legislation is the extension of central library book aid, as provided by Education Law 273:1b. This revision makes possible the continued and uninterrupted development of central library nonfiction collections. The new law, which became effective in the 1966-67 fiscal year, provides for the continuation of the present central library book aid feature, past the formerly specified 10-year limit and after the central library has reached an adult nonfiction collection of 100,000 volumes, as follows: book aid shall be continued on a 4 to 1 matching basis at an annual rate of not greater than 3,000 volumes.

"In addition to extending the central library book aid, Chapter 845 added a new feature to the central library program. Under the terms of Education Law 273:2f, a system may submit a plan for the further development of its central library services. Upon approval of such plan, this section provides for a new grant to each system of 5¢ per capita, but not less than $15,000 per system, if the central library meets standards as set by regulation by the Commissioner of Education.

* * *

"Section 101-a, Regulations of the Commissioner of Education, has been amended by the Regents in order to provide guidelines for the planning and administration of grants for central library development. The principal features of the grant program are:

1. Each public library system may apply for a grant of 5¢ per capita, based upon the population of the entire system service area, or $15,000, whichever is greater.

2. In order to qualify for the grant, in 1966, the central library must:

   a. Meet minimal requirements in regard to local support, hours of service, and staff

   b. Submit a proposed budget for the expenditure of the funds.

3. In 1967, in addition to these requirements, the central library board must prepare a long-range plan of development which will enable it adequately to supplement the resources of the other member libraries in the system. This plan must be developed in cooperation with the system board of trustees. It is subject to approval by the Division of Library Development.

4. The central library must make periodic reports on steps taken to realize the plan.

State Aid on Full County Basis

"Under the terms of Education Law § 273.9, the Commissioner of Education may now waive the requirement that a system serve an entire county to earn the maximum annual grant in those cases in which he deems that reasonable effort has been made by the system to encourage membership by all libraries in the county. This act, which becomes effective April 1, 1967, will alleviate the financial hardship caused some of the public library systems by the few remaining libraries in the State which have steadfastly declined to become members of their respective library systems.

Terms of Cooperative Library System Trustees

"An amendment to Education Law 255:2f revises the provisions for terms of office of trustees of cooperative library systems. As a result of this amendment, renomination and reelection to the office of trustee of a cooperative library system shall not be possible if the trustee has already served two full terms consecutively. A full term consists of 5 years, and a term of shorter duration, drawn by lot by one of the original trustees upon establishment of the system, need not be counted when applying this new legal provision. Since the earliest of the cooperative library systems date back to 1958, it is probable that the first application of this amendment will be seen in the trustee elections of 1968.

Alternative State Aid Provisions Amended

"An amendment to Education Law 272.9, the section of law having to do with the conditions under which library systems are entitled to alternative State aid, provides that in the event that the total sum raised by local taxation, exclusive of capital expenditures, for the support of a library system and participating libraries in an annual period is less than the average of the amounts raised for such purposes by local taxation for the calendar years 1964 and 1965, the State aid to which such system is entitled shall be reduced by 25 percent. Such State aid shall likewise be reduced by 25 percent in the event that the library system shall refuse after reasonable notice to make provision for the expansion of the area served in accordance with the Regulations of the Commissioner of Education. Furthermore, in the event that the total sum raised by local taxation, exclusive of capital expenditures, for the support of a central library of a library system in an annual period is less than the average of the amounts raised for such purposes by local taxation for the calendar years 1964 and 1965, the State aid to which such library system would otherwise be entitled for the development of its central library shall be reduced by 25 percent.

Special Census Figures Now Applicable

"An amendment to Education Law 272:2 provides 'that where any political subdivision within a larger political subdivision shall have taken an interim census since the last census taken of the larger political subdivision, the population of the larger political subdivision may be adjusted to reflect such interim census and, as so adjusted, may be used until the next census of such larger political subdivision.' "

APPENDIX C

Registration of Library Reference and Research Resources Systems

COMMISSIONER'S REGULATIONS

§ 101-b. Reference and Research Library Systems

1. A reference and research library system means a duly chartered educational institution resulting from the association of a group of library systems, institutions of higher education, libraries, and other non-profit educational institutions, organized to improve reference and research library service. Such institutions may be registered upon meeting the standards set forth in paragraphs 101-b and 101-c.

2. Membership in reference and research library systems:

a. The membership shall include at least four (4) chartered degree-granting institutions of higher education of the four-year level, whose libraries meet the standards outlined in the latest edition of the Department publication, "Guidelines for Quality in College Libraries," and

b. The membership shall include either,

(1) at least one chartered degree-granting institution of higher education offering graduate programs for the master's degree, whose library holds not less than 175,000 volumes and currently receives not less than 1,500 periodical titles, *OR*

(2) a public library which holds not less than 400,000 adult volumes and currently receives not less than 1,500 periodicals, *and*

c. The membership shall include all approved public library systems which are within the region served by the reference and research library system.

d. The system may set its own minimum standards for membership, ***except that***

(1) any chartered institution of higher education whose library meets the standards outlined in the Department publication, "Guidelines for Quality in College Libraries," shall be eligible for membership, and

(2) any chartered institution of higher education whose library does not meet the standards outlined in the Department publication, "Guidelines for Quality in College Libraries," may not be eligible for membership unless it submits to the Department a five-year plan for

the realization of the standards, the plan bearing the signed approval of the head librarian, the president, and the academic dean of the institution.

e. The member institutions of each system shall be broadly representative of the chartered educational agencies and non-profit organizations providing library service to adults within the defined area of service of the system.

3. System boundaries:

a. The defined area of service of a system shall include not less than 750,000 persons, as based upon the latest approved federal census, or not less than 10,000 square miles.

b. The defined area of service of a system shall not cut apart the area of service of an existing public library system.

c. The defined area of service shall be judged by the Commissioner to be a logical service area in relationship to the availability of information resources and services and in relationship to the area of service of other reference and research library systems.

d. The defined area of service shall include more than one county.

4. Trustees:

a. The board of trustees shall include some lay persons from the research community served by the system.

b. The board of trustees shall meet no fewer than six (6) times a year.

c. No trustee shall hold office consecutively for more than two full terms.

d. Before entering upon his duties, the treasurer of the system's board of trustees shall execute and file with the trustees an official undertaking in such sum and with such sureties as the board shall direct and approve.

5. Reports:

The system shall submit an annual report to the Department in a form to be prescribed by the Department.

6. Plan of service.

a. Within two (2) years of the initial registration, the system shall submit a plan of service to the Department for approval, in a form to be prescribed by the Department, to cover resources and needs, proposed program, budget, contractual agreements, and any other information which the Commissioner may require.

b. The above plan of service must show how the system will improve and enlarge the library resources and services presently available in the area to the research community, including improved reader access.

c. The plan of service shall be revised periodically on a schedule to be determined by the Department.

d. The plan of service and program of the agency shall be reviewed by the Department after five (5) years and periodically thereafter. Continuance of registration shall be provided only if the system can demonstrate adequate, effective and efficient performance under its plan of service, as judged by such factors as:

(1) All member institutions of higher education shall meet the minimum standards outlined in "Guidelines for Quality in College Libraries."

(2) Local operating support of each of the member institutions by 1970 for library personnel and library materials shall be at least equal to the average of such support in the two years 1965 and 1966, plus 10%.

(3) Adequate personnel.

(4) Increase in library holdings.

(5) Increase in library use.

(6) Increase in reader access to library resources and services.

(7) Strengthened reference and informational services.

§ 101-c. Financial Accounting in Cooperative Library Systems and Reference and Research Library Systems

The following accounting procedures shall be employed by cooperative library systems and reference and research library systems.

1. The fiscal year of each library system shall begin with the first day of January and end with the thirty-first day of December, or at the option of the library system, shall begin with the first day of July and end with the thirtieth day of June.

2. No trustee, officer or employee of the system shall be interested directly or indirectly in any claim against or contract with the system except for lawful compensation and expenses. However, a trustee who is not the treasurer may be a stockholder, officer or director of a bank designated as depository for the system.

3. The board of trustees of every library system shall:

a. Appoint two separate accounting officers: a financial clerk and a treasurer who shall hold office at the pleasure of the board. The secretary of the library system board or the library system director may be appointed the financial clerk. In the event that either of these officers becomes temporarily incapacitated, the board may appoint one of its members to serve temporarily either of these positions.

b. Provide satisfactory minute book for recording the minutes of the meetings of the board of trustees and the proceedings of the annual meeting of the participating libraries. In this minute book the secretary shall record the action of the board on all bills approved for payment or shall refer to a schedule of such bills by date, schedule number and amount approved. This schedule shall be filed as a public record.

c. Provide the financial clerk with a distribution ledger in which he shall record itemized receipts and itemized payments, which shall be classified in each case as is required for the annual financial report.

d. Provide the treasurer with a cashbook in which he shall enter an itemized record of all receipts and payments.

e. Adopt a prenumbered receipt form printed in triplicate, and require the treasurer to acknowledge the receipt of any library funds paid over to his custody by issuing his receipt as follows: a copy to the payer, a copy to the financial clerk and a copy to be retained by the treasurer.

f. Adopt a prenumbered voucher-check and require the use of this form in paying all system obligations except as otherwise provided in paragraph r. This form must provide for the signature of the treasurer and may provide for as many additional signatures as the board may require.

g. Adopt at least 30 days prior to the start of the ensuing fiscal year an estimate of receipts and appropriations (annual budget) on forms prescribed by the Commissioner of Education, and file such budget with the Department within 60 days thereafter.

h. Amend the budget at any time during the fiscal year and provide for appropriations from any additional revenues received.

i. Keep the incurred obligations in each fiscal year within the amounts authorized by the budget and amendments thereto.

j. Settle all accounts of the library system on or before the last day of the fiscal year.

k. Disburse library funds only on the basis of itemized vouchers which have been certified by the claimants and audited and approved by the board of trustees except as otherwise provided in paragraph r. However, the board of trustees may by resolution determine that vouchers may be audited and approved by a committee comprised of at least three board members or by an individual designated by the board as auditor. Any individual so designated may not hold the office of financial clerk or treasurer and shall be bonded with such penalty and sureties as the board may require.

l. Provide by resolution that amounts due upon contracts, for fixed salaries or for compensation of employees regularly engaged at agreed periodic rates, may be paid without prior audit upon submission to the treasurer of a voucher or payroll duly certified by the library system director or his duly authorized representative.

m. Establish rules and regulations governing the reimbursement of trustees, officers and employees of the system and its member libraries for actual and necessary expenses incurred by the performance of official duties assigned by the trustees of the library system or in attending meetings designated by the library system board of trustees. In lieu of actual and necessary travel expenses, the trustees may establish a mileage rate for the use of personally owned automobiles.

n. Require the treasurer to render monthly reports, showing the following information for the guidance of the board: balance on hand at the beginning of the month; itemized list of receipts during the month; total withdrawals made from the bank account during the month; balance on hand at the end of the month and reconciliation with the bank statement.

o. Require a monthly report from the financial clerk showing amounts of receipts by source and expenditures by budget category for the month and year to date.

p. Cause an annual audit of the treasurer's records to be made either by a committee of the board or by an independent auditor.

q. Provide adequate filing equipment for the preservation and systematic arrangement of all paid and unpaid bills, cancelled checks, bank statements, debit charge slips, contracts and other financial records.

r. At its discretion, establish a petty cash fund for the purpose of making payment in advance of authorization of properly itemized bills for materials, supplies or services furnished to the library system calling for immediate payment on delivery.

(1) whenever a petty cash fund is established, the board shall designate the director or the financial clerk of the sys-

tem to administer and be responsible for such fund. No such fund shall exceed $50 at any one time.

(2) the person in charge of such petty cash fund shall keep such records as may be necessary for the accurate accounting of all transactions and shall make reports to the board of trustees as required by such board.

(3) from time to time checks may be drawn to the person designated to administer the petty cash fund in an amount which shall not exceed payments made in cash as indicated by receipts, receipted bills or other evidence of payment in form available to audit.

(4) the petty cash fund shall be completely closed out at the end of each year and the general fund reimbursed by the original amount transferred to the petty cash fund.

s. The treasurer shall deposit all moneys within five days after receipt in a depository designated by the trustees. The trustees may authorize the treasurer to deposit or invest moneys not required for immediate disbursement in special time deposit accounts or certificates of deposit issued by a bank or trust company located and authorized to do business in this State, provided that such account or certificate of deposit shall be payable within the time the moneys shall be needed, and provided further that such account or certificate of deposit shall be secured by a pledge of obligations of the United States of America or obligations of the State of New York. Investments may also be made in obligations of the United States of America or of the State of New York, registered or inscribed, when possible, in the name of the system, and payable or redeemable at the option of the system within such time as the proceeds shall be needed, but in any event not later than the end of the fiscal year. Such obligations shall be purchased through, delivered to and held in the custody of a bank or banker designated by the trustees for the deposit of system moneys.

4. The trustees of each library system shall file with the State Education Department, on forms provided by it, a financial report of the preceding fiscal year within 60 days of the close of such fiscal year.

APPENDIX D

Policy Limitations on Interlibrary Loan

Information was secured from 19 Upstate systems on this point. Six (D, G. I, J, L, P) indicated there were no limitations on the types of material they would try to secure or provide or the types of patrons for whom they would try and no differences in handling for different kinds of patrons. Understandably, however, most tend to discourage interlibrary loan requests for current best sellers. Several will supply such items only from the pool but provide little duplication of titles in demand. Noncirculating materials such as reference tools, local history, genealogy, and often periodicals are generally supplied only by photocopy although there are some exceptions as in System A. As copying equipment appears to be used liberally by the Headquarters of relatively few systems (A, F, H, P, R, and possibly B and L), interlibrary reference service is handicapped. (System E will not lend periodicals unless they are located *outside* the Central Library and the Headquarters and Central Library offer only a relatively weak copying service.)

Interlibrary loan service for children and young adults and adults, involved in formal or informal continuing education, is limited or restricted in several systems. E.g.:

(re juvenile materials)

> in System N, requests for easy material for children get limited handling and are supplied only from the pool;
>
> System F does not respond to requests for juvenile fiction;
>
> System O will not seek juvenile fiction outside the system area and does not seek it to any extent beyond the pool; the staff member handling interloan initially also takes a dim view of juvenile nonfiction requests;
>
> M-2 will search author-title requests for juvenile material only in the pool; M-1 will not handle them at all; Systems A, H and K will not handle requests they identify as for material below the 8th grade level;

(re young adult materials and those for older students)

> System Q will not go beyond the State Library in search of materials for high school students;
>
> System C will not refer outside the system area requests for material from high school students; System E will not refer

requests from students of any age unless pressed by the forwarding library;

Systems F and M-1 will not respond to requests if they identify them with required reading lists at the high school or college level;

Systems F and R will not try to secure textbooks;

The Staff member in System O who handles interloan request regards subject requests from students of any age as "lazy students' attempts to get us to prepare their bibliographies and do their work for them."

Handling of requests for adult fiction is limited in several systems—frequently, but not always, because it is not included in the union catalogs. E.g.:

System A does not search outside its area;

F advises against submitting requests for mysteries and "books of dubious quality";

H does not handle at all requests for adult fiction;

M-2 limits adult fiction request referrals to the pool and very occasionally (and ineffectually) to a few members;

In System O, requests for current or "light" fiction are seldom if ever referred outside the area and are not referred at all extensively beyond the pool. Determination of the stature of fiction requests (i.e., their "lightness" or lack of it) and the extent of referral they deserve rests with low echelon staff.

One System (S), with a direct TWX connection to the State Library, processes no requests for medical or legal books.

APPENDIX E

Excerpts From Systemwide Reference Services in Clinton-Essex-Franklin Library, Finger Lakes Library System, Ramapo-Catskill Library System, and Southern Adirondack Library System

(A study sponsored by the Southern Adirondack Library System under the authority of New York State Library Services Act Plan, Project 32, 1964–65, Title I, Project II.)

by

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Chairman

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11. WITH ALL DELIBERATE SPEED THE NECESSARY STEPS BE TAKEN TO CENTRALIZE THE REFERENCE AND INFORMATIONAL SERVICES IN THE CENTRAL LIBRARY AND THAT THE PROVISION OF ESSENTIAL STAFF BE CONSIDERED AS A JOINT EFFORT OF THE CENTRAL LIBRARY AND LIBRARY SYSTEM.

The Study Team realizes that this recommendation may be quite controversial in light of the fact that reference and informational services have been centered primarily at library system headquarters since the very beginning. Why change after several years of operating in the present fashion? The Study Team looked very carefully at what it thought was the intent of the law and it tried to look ahead to what the future might or ought to be. The Study Team thinks the policy now in operation was not illogically or casually conceived, but rather it evolved as a matter of common sense expediency. Since no one of the central libraries, as pointed out in recommendation 3, had adequate staff available to perform services of a reference or informational nature and operate effectively with limited book resources, the policy adopted was inevitable. The installation of the TWX equipment in the system headquarters was an added factor in this pattern of service.

While the Study Team recommends this change with all deliberate speed, it is *not recommending* that the step be taken until the member library designated as the central library has the financial support to meet and maintain at least the minimum standards for adequate service to meet the needs of its chartered area.

The Study Team recognizes that this recommendation involves a cost which must be jointly shared in proper proportion by systems and central libraries. It is not within the province of the Study Team to outline this transition step-by-step since it will vary system by system. On-the-scene experienced professional staff should be able to plan the logical transfer of duties and responsibilities. It may even be feasible for the system to retain certain phases of reference and informational services indefinitely.

> 12. EVERY AVENUE OF COMMUNICATION BE EXPLORED TO FACILITATE SERVICE. IT IS ESSENTIAL THAT FREQUENT COMMUNICATION BETWEEN SYSTEM HEADQUARTERS AND THE CENTRAL LIBRARY, BETWEEN MEMBER LIBRARIES AND THE CENTRAL LIBRARY, AND MEMBER LIBRARIES AND SYSTEM HEADQUARTERS BE EMPHASIZED TO BRING ALL THE PARTS OF THE SYSTEM INTO A UNIFIED WHOLE COMPARABLE TO A LARGE CITY LIBRARY SYSTEM AND ITS BRANCHES. AT THIS POINT IN THE DEVELOPMENT OF SYSTEM REFERENCE, QUICK EFFECTIVE SERVICE SHOULD BE EMPHASIZED AND THE COST OF THIS SHOULD BE SECONDARY TO ITS EFFECTIVENESS.

The development of library systems in New York State has been a pioneering effort, and all credit goes to those librarians in many kinds of positions who have accomplished so much. The ultimate objective of this type of service is to bring the benefits of reference and information service, which up to this time have been largely available only to readers in metropolitan areas and smaller cities, to the entire populace of this large state. No one wishes to minimize this effort or to suggest that it can be accomplished easily, but at this stage in the development of system reference service, it is wise to look at its various components and do all possible to facilitate communication and speed up the service. The Study Team is recommending that with all deliberate speed the necessary steps should be taken to centralize the reference and information services in the central library. This will probably be a rather long drawn out process, but certain steps must be taken immediately to expedite service to the member libraries and the individual borrowers, and the visiting consultants should constantly assess the effectiveness of the effort.

An experienced staff which is spending fulltime effort on reference services can devise procedures which are advantageous to its own working situation. The Study Team can point out certain factors which seemed deterrents to the quick, effective service which is fundamental.

Perhaps the most obvious deterrent was the minimal use of the telephone—between headquarters and central library, between headquarters and member libraries, between member libraries and central library. It is true that the regions visited do not represent large free dialing areas, but budgetary procedures which provide generous sums of money for some aspects of the service and exceedingly small sums for direct communication seem unwise. A quick call from a member library to permit the borrower to speak directly to the staff member in the larger unit of service may mean the difference between a prompt, effective, accurate answer for the borrower and a delayed, half-accurate answer. This service is designed to bring the borrower into closer relationship with the free flow of information and ideas. A small saving in telephone charges may be costly in the effectiveness of the overall service. The emphasis on the telephone will mean the installation of additional instruments, several trunk lines where needed, and probably the extensive use of telephone credit cards. . .

Each system will work out its own procedures and policies in the light of its own staff abilities and physical working conditions. A few observations relative to procedures are pertinent: requests from member libraries should be examined daily, upon receipt from member library, by staff members competent to evaluate the complexity of the request; a division of labor between professional and nonprofessional staff is essential, but a professional who is thoroughly conversant with library tools, with current book purchases, and with the total scope of the book collection, including fiction and juvenile, should examine requests immediately to give direction to the nonprofessional staff who may carry out the routines of securing the material; the followup on titles not located, reserved while on loan, not received from the library where ownership was indicated, etc., should be swift; more frequent, and prompt purchasing of new titles to take care of current demands should be encouraged.

Again, realizing that no two systems will follow the same procedures, it should be emphasized that every effort should be made to avoid duplication of checking and verification. Forms for requests should be large enough so that information can be typed or written plainly and in sufficient detail so that the assistant working on the request can interpret it readily. As the Team examined a large volume of member library requests, it seemed fair to observe that forms were too small, information was given in too abbreviated a manner, and member libraries frequently did not give sufficient information for an accurate interpretation of the request. It was also observed that there was a multiplicity of files to be checked in determining whether or not titles were owned, on order, being considered, or had been rejected.

A skilled reference librarian who is working with the public in a direct situation is invaluable in scanning written requests which come from member libraries. This is another reason why the system reference work can be done more effectively in a central library where the staff is constantly working directly with people.

Probably each system has explored the various possible delivery methods in its area, and has agreed on the one which produces the fastest, most direct and reliable service. This is something which should be reviewed from time to time to take advantage of commercial systems which may prove more satisfactory. Quick, effective service means not only prompt attention at the time of the initial request, but good follow-up procedures, fast delivery with provision made for at least weekly dispatch of materials to each member library, and prompt return of material to the library owning it.

The Team was dismayed to find that no system had set up procedures and routines which make it possible to secure needed material from other systems to answer requests of member libraries. This next step in statewide service is long overdue. . .

As the Study Team visited central libraries, it was obvious that buildings designed for small collections to serve small populations were being adapted to fill a much larger role in system service. One could not help observe that reference collections were not convenient to telephones; essential tools, such as the card catalog, were removed from the reference staff, inconsistent filing policies in card catalogs made this essential tool difficult to use, arrangement of reference books was awkward—these and other factors made the reference collection difficult to use quickly and effectively. A reference librarian must have ready availability of the library's total resources, and it was often observed that newspapers, periodicals, pamphlets, microfilm readers, and some parts of the adult nonfiction collection were remote from the reference staff. This highlights the importance of central libraries making use of good professional advice in planning renovations, remodeling, or just moving materials from one part of the building to another. . .

13. MORE EFFECTIVE TRAINING PROGRAMS FOR LIBRARIANS AT THE LOCAL LEVEL BE INSTITUTED TO MAKE GREATER USE OF THE RESOURCES IN THE LOCAL LIBRARY.

New York State has pioneered in many aspects of the training of librarians and has continued to do so as systems have developed. As the Study Team observed personnel in several different types of libraries, it was demonstrated that a continuing need exists for experimentation in training programs for librarians at the local level, but it is not amiss to mention that, in addition to experience, some specialized training would be advantageous for administrators, consultants, and other professional staff members on system staffs. There are ways in which a system can be compared to a large public library system with its many branches and diversified services. In New York a single library system will serve the needs of areas closely related to a metropolitan district as well as people living in completely rural areas. This calls for flexible patterns of service, staff members who can be equally at home in diverse situations, and the ability to administer an organization which has a relationship to the state, a close relationship to a central library, and draws its board of trustees from geographically separated areas. This inevitably calls for people of high competence with a background of experience and training to cope with the complexities encountered.

In visits to libraries and in the review of reference and informational requests from member libraries it was evident that many requests should have been answered readily from the resources of the local library.

In the beginning days of the system's organization, book acquisitions were stressed and many excellent titles, both popular and reference, were acquired. Since the majority of librarians-in-charge have been active, in the past, in "book circulation" only and are not fully aware of the contents of many books, both old and new, and have had little instruction in using, to the fullest extent, limited collections, a concerted effort should be made to provide effective use of the entire collection—juvenile, young adult, adult and reference. A small collection can be made to have a greater yield in the hands of a person with training.

This might be done: 1) informally through frequent on-the-scene consultant and advisory visits; 2) by demonstrations of the varied uses of specific titles and related titles at monthly meetings; 3) by active participation of librarians in the state's reference workshops; 4) by more "close to home" small informal training sessions conducted by the reference personnel of the systemwide service; 5) frequent meetings at central library to relate local resources and needs to the larger collection; 6) repeated detailed step-by-step instruction in correct procedures; 7) use of systems' newsletters to stress regularly phases of information service, Central Book Aid Collections, etc.; and 8) by exploring all training and extension programs.

Inservice training would provide stimulation, self-development and a constant reminder that the main objective is service through the full use of the library's entire resources. By developing fuller knowledge of new and older materials the librarians will have a broader subject knowledge which is so essential for informational service.

EMERGING LIBRARY SYSTEMS

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